Leeds City Council

Development Department

Leeds Unitary Development Plan (Review 2006)

Volume 1: Written Statement

LEEDS UDP REVIEW

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LEEDS UNITARY DEVELOPMENT PLAN

(REVIEW - 2006)

VOLUME 1:

WRITTEN STATEMENT

Adopted by Leeds City Council
19 July 2006

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(Bengali):-

যদি আপনি ইংরেজীতে কথা বলতে না পারেন এবং এই দলিলটি বুঝতে পারার জন্য সাহায্যের দরকার হয়, তাহলে দয়া করে 0113 247 8092 এই নম্বরে ফোন করে আপনার ভাষাটির নাম বলুন। আমরা তখন আপনাকে লাইনে থাকতে বলে কোন দোভাষীর (ইন্টারপ্রিটার) সাথে যোগাযোগ করব।

(Chinese):-

凡不懂英語又須協助解釋這份資料者，請致電 0113 247 8092 並說明本身所需語言的名稱。當我們聯絡傳譯員時，請勿掛斷電話。

(Hindi):-

यदि आप इंग्लिश नहीं बोलते हैं और इस दस्तावेज़ को समझने में आपको मदद की ज़रूरत है, तो कृपया 0113 247 8092 पर फ़ोन करें और अपनी भाषा का नाम बताएँ। तब हम आपको होल्ड पर रखेंगे (आपको फ़ोन पर कुछ देर के लिए इंतज़ार करना होगा) और उस दौरान हम किसी इंटरप्रिटर (दुभाषिए) से संपर्क करेंगे।

(Punjabi):-

ਅਗਰ ਤੁਸੀਂ ਅੰਗਰੇਜ਼ੀ ਨਹੀਂ ਬੋਲਦੇ ਅਤੇ ਇਹ ਲੇਖ ਪੱਤਰ ਸਮਝਣ ਲਈ ਤੁਹਾਨੂੰ ਸਹਾਇਤਾ ਦੀ ਲੋੜ ਹੈ, ਤਾਂ ਕਿਰਪਾ ਕਰ ਕੇ 0113 247 8092 'ਤੇ ਟੈਲੀਫ਼ੂਨ ਕਰੋ ਅਤੇ ਅਪਣੀ ਭਾਸ਼ਾ ਦਾ ਨਾਮ ਦੱਸੋ. ਅਸੀਂ ਤੁਹਾਨੂੰ ਟੈਲੀਫ਼ੂਨ 'ਤੇ ਹੀ ਰਹਿਣ ਲਈ ਕਹਾਂ ਗੇ, ਜਦ ਤਕ ਅਸੀਂ ਦੁਭਾਸ਼ੀਏ (Interpreter) ਨਾਲ ਸੰਪਰਕ ਬਣਾਵਾਂ ਗੇ.

(Urdu):-

اگر آپ انگریزی نہیں بولتے ہیں اور آپ کو یہ دستاویز سمجھنے کیلئے مدد کی ضرورت ہے تو براہِ مہربانی اس نمبر 0113 247 8092 پر فون کریں اور ہمیں اپنی زبان کا نام بتائیں۔ اس کے بعد ہم آپ کو لائن پر ہی انتظار کرنے کیلئے کہیں گے اور خود ترجمان (انٹرپریٹر) سے رابطہ کریں گے۔

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Explanatory Note on ‘Saved’ Policies.

As a consequence of changes to the Development Plans system introduced by the Planning & Compensation Act 2004, UDP Policies which have been introduced or existing policies which have been altered in the 2006 Review, will be automatically saved for 3 years from the date of UDP Review's adoption, i.e. from 19 July 2006.

For those existing policies which have been carried forward in the Review without being altered, (i.e. as per the 2001 Adopted Plan), these were automatically ‘saved’ for 3 years from the commencement date of the Planning & Compensation Act 2004 i.e. until 27 September 2007.

The Secretary of State has the power to extend these policies beyond the 3 year period and on 17 September 2007 the Secretary of State issued a Direction* listing ‘saved’ policies to which the 3 year period should not apply and which will therefore continue until they are replaced by new policies in an adopted Development Plan Document. The extension of such saved policies is intended to ensure continuity of the plan-led system until plans being prepared under the new development planning system are finalised, gradually replacing those policies and proposals contained in the Unitary Development Plan.

As a consequence of the Secretary of State issuing this Direction a number of UDP Policies not ‘saved’ expired on 27 September 2007. These deleted policies are listed at the back of this Document (Vol.1), pages 451 to 454. Please note that policies in this list will not form part of the previously published UDP Review Written Statements (Vols.1& 2).

It is recommended that anyone in any doubt as to the status of a particular policy should contact the Development Department’s Enquiry Centre on Leeds 2478000 and ask for a member of the Local Plans Team.

* *Direction made under Paragraph 1(3) of Schedule 8 to the Planning & Compulsory Purchase Act 2004.*

SECTION I:

INTRODUCTION AND CONTEXT

INTRODUCTION

1. INTRODUCTION

1.1 WHAT IS THE UDP?

1.1.1 The Unitary Development Plan - **UDP** for short - is a Plan for the whole of Leeds District. The City Council (together with all other Metropolitan District Councils) is required to prepare a Unitary Development Plan by the 1985 Local Government Act. The Leeds UDP was finally adopted on 1st August 2001.

1.1.2 A Selective Review of this Plan was undertaken in 2003-4 in order to update key aspects of the Plan and to extend the period of the Plan to 2016. The UDP Review was adopted on 19 July 2006 and this document merges the remaining and unaltered parts of the original 2001 UDP with the 2006 Review. The reviewed plan will be referred to as the Leeds UDP Review (2006). It therefore replaces the Plan that was adopted in 2001.

1.1.3 The system of UDPs is intended to replace the previous system of Structure Plans (prepared by the former Metropolitan County Councils) and Local Plans (largely prepared by the District Councils). It therefore incorporates and updates the West Yorkshire Structure Plan and all the existing adopted Local Plans and other development plans which cover parts of Leeds District. With the adoption of the UDP, the Structure Plan and Local Plans have now been formally superseded by the UDP, and no longer have any status.

1.1.4 The Unitary Development Plan, as the name suggests, is a single development plan - in the form of a written statement and a map - which covers the whole of Leeds District.

1.1.5 **The main function of the UDP is to provide a framework for development, development control and conservation during the 1990's.** As the Planning and Compensation Act 1991 (s. 54A) states, determination of planning proposals must be made in accordance with the Plan, when adopted, unless material considerations indicate otherwise.

1.1.6 The Plan's policies and proposals cover a period from the present up to the year 2006 - and in some cases even beyond, for example in the definition of the Green Belt. The base position for assessing land supply is in most cases the end of September 1992 (although in the case of housing, following Government guidance, calculations start in 1991).

1.1.7 As a land use plan, the UDP has a very important co-ordinating role. It has been prepared together with a number of other important Council Strategies - the Economic, Transport, Green and Nature Conservation Strategies in particular. Each has a different perspective on the future of Leeds. One of the essential purposes of the Leeds UDP is to bring these Strategies together in an overall planning context.

1.2 THE ADOPTED PLAN

1.2.1 The UDP Review (2006) updates the Adopted Plan (2001) in a number of key aspects, particularly in relation to the sequential release of housing land, giving priority to brownfield before greenfield (PPG 3: Housing – March 2000) and the Council's current regeneration initiatives.

1.2.2 As a consequence of introducing a sequential approach to the release of housing land, site references for housing have changed from those that appeared in the original Adopted Plan. However, updating has generally only occurred where associated with a specific modification and the Plan therefore contains a number of historic references such as to the former Leeds Development Corporation and The National Rivers Authority which remain.

1.2.3 Also, references to the Leeds Supertram have been left in the Plan despite the fact that the scheme has now been formally abandoned. This was to avoid complex and unnecessary detailed modifications. Instead, a clear statement explaining the position with respect to Supertram has been included in Section 6 (Transport).

1.2.4 In other parts of the Plan, reference numbers have been retained with the result that where Policies/Sites have been deleted there is usually a gap in the number sequence. However, to aid the clarity of the Plan, text has been reordered, particular in the Area and Site Statements (Section 3), so that paragraph numbers may vary from those of earlier documents.

1.3 FORM OF THE ADOPTED PLAN

1.3.1 To make the documents as manageable as possible, the UDP is published in 2 volumes together with the Proposals Map:

VOLUME 1: WRITTEN STATEMENT

The main UDP document (this volume), contains the explanation and justification of the UDP strategy, together with area and site specific policies and proposals. It is divided into 3 sections:

SECTION I: INTRODUCTION AND CONTEXT

Chapter	**1**	**Introduction (this chapter)**
	2	**Strategic Context**
	3	**UDP Strategy**

SECTION II: TOPICS

Presenting the UDP strategy under the following topic headings:

Chapter	**4**	**General Policies**
	5	**Environment**
	6	**Transport**
	7	**Housing**
	8	**Local economy**
	9	**Shopping**
	10	**Leisure and tourism**
	11	**Urban regeneration**
	12	**Access for all**
	13	**City Centre**

SECTION III: AREA AND SITE STATEMENTS

Presenting details of the UDP strategy and of the Proposals Sites identified by strategic policies on an area basis, corresponding to the areas of the former Local Plans produced or proposed by the City Council, as follows:

Chapter	**14**	**Aireborough, Horsforth and Bramhope**
	15*	**East Leeds**
	16	**Garforth**
	17	**Morley**
	18	**North Leeds**
	19*	**Otley and Mid-Wharfedale**
	20	**Pudsey**
	21	**Rothwell**
	22*	**South Leeds**
	23*	**West Leeds**
	24	**Wetherby**

In the event those Local Plans marked * did not reach adoption stage.

VOLUME 2: UDP APPENDICES

Containing a series of Appendices (all formally part of the UDP) which provide:

i. detailed policies in Appendices 3-13 supplementing the policies in Section II;

ii. supplementary information in Appendices 14-26 to the Section III area chapters, concerning the link with the previous adopted Local Plans, indicating those policies which have already been

implemented, those which are carried forward in the UDP, and those which are deleted.

A Glossary is included at the back of Volume 2.

PROPOSALS MAP

The UDP written volumes must be read in conjunction with the Proposals Map. This comprises:

A map book containing 35 x A3 size maps at 1:20.000 scale. Each map will have a specific reference number with a reference map showing its relationship to adjoining maps.

Each map will include a small area of overlap to cover part of the adjoining map.

The key is produced on a separate sheet, enclosed within the map book.

Also contained within the map book are plans for each of the 39 town centre and other retail centres.

The City Centre inset plans, at 1:3650 scale, are also contained within the map book.

All references throughout the Plan refer to both components (main Plan and Insets). It should be noted that in the event of any apparent contradiction between the written volumes and the proposals map, the provisions of the written volumes prevail.

1.3.2 The UDP contains a broad strategy for the District as a whole, together with area and site specific details. This strategy is presented throughout as **POLICIES IN BOLD CAPITALS**.

1.3.3 In addition, under the UDP statutory regulations, the Plan must have a distinguishable "Part I" and a "Part II". Planning Policy Guidance Note 12 (PPG12*****: 'Development Plans and Regional Guidance', DoE February 1992, para. 7.16) indicates that:

"Part I should include the introduction, purpose, context and overall aims, objectives, targets and strategy of the Plan together with the Plan's general policies. Part II should cover the authority's proposals (in general conformity with Part I) and the reasoned justification of all the policies and proposals".

Accordingly, in the Leeds UDP Review (2006), Part I is defined as Section I of this document, together with those policies in Section II which are

distinguished by a line above and below. The rest of the UDP documentation is defined as Part II.

*** Note:** PPG12 has been replaced by Planning Policy Statement 12: Local Development Frameworks. However, PPG 12 remains in operation for development plans, such as this, which have been prepared under the 1999 Development Plan Regulations. References to PPG12 are therefore made throughout this Plan.

New site proposals threshold

1.3.4 Since this Leeds UDP concentrates on a broad strategy (see para. 1.4.6 below), a lower size threshold has been adopted for new housing and employment site proposals: no sites smaller in size than **1 hectare** for these uses are identified as new proposals in the text or shown on the Proposals Map. Instead, a number of policies define the criteria against which proposals not identified in the Plan will be judged, including proposals below 1 hectare - and an allowance is made for their contribution in assessing the adequacy of the total land available for each use. However, housing and employment proposals have been carried over from existing adopted Local Plans at the threshold adopted in those Plans (usually 0.2 hectare).

1.4 HOW HAS THE PLAN BEEN PREPARED?

1.4.1 The UDP tackles important and complicated issues, which are likely to have major implications for the future of the City in the next ten to twenty years. As a consequence, its preparation has necessarily been a complex process. The ultimate objective has been to produce a document which reflects as closely as possible the wishes and aspirations of Leeds and its people as a whole.

1.4.2 Two factors have had a critical effect on the form and content of the Leeds UDP: the relatively short timescale initially envisaged for preparation of the Plan; and the extent to which the context and direction of the Plan were already determined. Comments on these two factors help to explain the approach to the preparation of the Plan which was adopted.

1.4.3 Work on the original (2001) Adopted UDP started formally with the issuing by the Secretary of State for the Environment of a "Commencement Order" for the Leeds UDP in September 1989. Initially the Council concentrated on the preparation of the other main strategic initiatives (para. 1.1.7), which were essential precursors of the UDP. Having achieved the necessary context from these initiatives, preparation of the UDP became the priority. The Government urged rapid production of the Plan: advice at the time indicated the intention that full national coverage should be achieved by 1995/6.

1.4.4 In the event the actual timescale for preparation was similar to the time taken to prepare to a similar stage the former Structure Plan (1974 - 1978) and subsequent Local Plans (9 Local Plans, achieving two-thirds coverage of the Leeds District, 1977 - 1988).

1.4.5 Much of the context and direction of the UDP was determined at the outset, by the Council's strategic initiatives, and by many other factors. The existing Structure and Local Plans, some of which had only recently been adopted, provided a statutory planning framework, a large part of which still remained valid. The statutory development plan context was supplemented considerably by the preparation of City Council planning policies. "Strategic Guidance for West Yorkshire" (issued by the Secretary of State for the Environment in July 1989: Chapter 2.3 below), together with other Government planning advice, provided further firm determinants of the content and approach of the Plan.

1.4.6 These two factors - timescale and context - led to one inescapable conclusion: **the first Leeds UDP had to be restricted in its coverage, concentrating on selected key issues and providing a broad strategy.**

1.4.7 In order to update key aspects of the UDP and to bring it into line with recent Government advice and to reflect current urban regeneration activity in the city, the Review of the UDP was begun in 2003, being finally adopted in July 2006.

Initial preparatory work on the UDP

1.4.8 Reflecting the timescale and context, initial work concentrated on defining the issues which needed to be covered in the first Leeds UDP. Under seven topic headings - environment, transport, local economy, retailing, housing, leisure and tourism, and inner city - 36 "key issues" were defined. These "key issues", on which the first Plan concentrates, are listed as Appendix 1 in Volume 2 (Appendices). In order to focus the debate, a series of reports were produced covering each topic, to discuss the context and the choices available. Consultation on these papers was undertaken in the first half of 1991 with selected interest groups throughout the City. The very useful comments received as a result were taken into account in producing the Consultation Draft Plan.

Draft UDP for Public Consultation

1.4.9 Public consultation on the Draft UDP was undertaken from 14 May until the end of July 1992, on a scale not previously attempted by the City Council on a planning document (or probably on any other issue).

1.4.10 Some 4,000 written responses were received, including submissions from

166 public and local bodies. Comments were also obtained through 35 meetings at different venues with the general public and with interest groups, and through staffed exhibitions in 31 locations.

1.4.11 A full "Statement of Publicity and Consultation" was prepared to accompany the Revised Draft Plan on deposit. It gives a detailed account of the steps taken to publicise the Draft Plan, providing a factual account which covers publications produced, media/advertising coverage, meetings, exhibitions, schools involvement and written responses. A section summarises the preparation of the Revised Draft Plan, and the changes included as a result of consultation on the Draft Plan. It includes also detailed appendices summarising the content of the responses received at meetings, exhibitions and in writing, covering strategic and policy comments, and site by site comments.

Preparation of the Revised Draft UDP

1.4.12 Consideration of the public consultation response to the Draft Plan inevitably was a lengthy process. Detailed assessment of comments received and formulation of the appropriate response was undertaken between August 1992 and April 1993. The amendments proposed created the Revised Draft Plan. Leeds City Council resolved to place the Revised Draft Plan on deposit for formal objections in June 1993.

The UDP Inquiry

1.4.13 Nearly 20,000 objections were received to the Revised Draft Plan. In addition a further 1,700 objections were made to the 4 sets of Proposed Changes published by the Council in June 1994, and January, June and December 1995. All these objections were considered at a Public Local Inquiry held in Leeds Town Hall from October 1994 to July 1996.

The Inspector's Report and Modifications

1.4.14 The Inspector's Report was not received until February 1999 with Addenda provided in response to the Councils questions in July 1999. The Report which includes recommendations on 900 separate topics runs to over 2000 pages. Following careful consideration of the Report the Council published modifications to the Plan in August 2000 and February 2001. The great majority of the Inspector's recommendations have been accepted by the Council. Objections to the modifications were considered and a reasoned response published. In June 2001 the Council determined that no further modifications were necessary and that the Plan should proceed to adoption.

Adoption

1.4.15 Notice of intention to adopt the Plan was published on 3rd July 2001 and indicated that the UDP would be adopted after the expiry of the Notice on 31st July. The Leeds UDP was adopted on 1st August 2001.

The UDP Review

1.4.16 Following initial consultation on the scope of the Review, with supporting Technical Papers, the Review was placed on Deposit in two stages, the First Deposit (June - Aug 2003) and a Revised Deposit (Feb – Mar. 2004). The subsequent Public Inquiry into the objections received (around 3,900 in total) was held between July 2004 and July 2005. The Inspector's Report was received by the Council on 23 November 2005. This resulted in Modifications to the Plan which were published for public comment between 27 Feb. and 10 April 2006. Objections to the Modifications were considered and a reasoned response was considered by the Council and published on 16 June 2006. The Council determined that no further Modifications were necessary and that the Plan should proceed to adoption. The Plan was subsequently adopted on 19 July 2006.

2. STRATEGIC CONTEXT

2.1 INTRODUCTION

2.1.1 Before considering the main objectives and principles of the Adopted UDP strategy itself, in Chapter 3 following, it is important to realise the context within which the Plan has been prepared. This Chapter discusses the main elements of the general planning context (Chapter 2.2); the guidance specifically issued by the Secretary of State for the preparation of the Plan ("Strategic Planning Guidance for West Yorkshire": Chapter 2.3); and the overall approach of the City Council through a number of related strategic initiatives: the "Vision for Leeds" (Chapter 2.4).

2.2 PLANNING CONTEXT

2.2.1 Through the mechanisms of UDP preparation and continuing development control, town and country planning fulfils the twin task of guiding beneficial development and encouraging desirable change while protecting the best of the built form and the countryside.

2.2.2 In identifying opportunities and as a catalyst for securing change, Planning plays a pro-active role and is not simply a negative controlling device. Looking ten years ahead the UDP provides the physical framework for action.

2.2.3 Legislation requires the Plan to confine itself to the use and development of land, but this is specifically extended to include the management of traffic, improvement of the physical environment and conservation of the natural beauty and amenity of the countryside.

2.2.4 Although mainly a land use plan, the UDP must take into account a range of factors. Leeds is not an island. Events in Leeds are shaped by social, economic and environmental forces which combine to affect the way in which land is used. These forces operate at local, regional, national or international levels. The way in which society reacts to the environment, technical innovation and international trade has an impact on Leeds. A plan for Leeds has to anticipate these changes where possible at a time when the rate of change is accelerating. Nevertheless the scale of physical change in the coming decade will be less than the post-war peak of 1958-72. Indeed, whilst social and economic changes may be substantial and accelerating, the scope for physical change is likely to be much more modest.

2.2.5 The people of Leeds and the surrounding area react to these changes. Different sections of the population have different needs. For example, the Plan has to cater for the housing needs of young people setting up home. It has to provide for the increasing number of single person

households (an anticipated 30% increase between 1986 and 2001) and of very old people (a likely 50% increase during the same period).

2.2.6 Change continues to affect the type of work available to sustain the population. The shift from manufacturing to service jobs continues. More jobs are for part-timers. Nearly a quarter of people at work, and nearly half of all women at work, are in part time employment. People are less likely to have a job for life. This has implications for retraining, and for the number of unemployed people. Over the last few years unemployment has doubled and shows little sign of falling.

2.2.7 Parts of society are becoming more affluent and complex. The impact of this on the physical environment is considerable. Some of the increased wealth is used to buy more space. Population densities fall, commercial buildings are built to higher standards and land-hungry leisure pursuits (for example golf) become ever more popular. Increased car ownership leads to further demand for road space and land for parking. The UDP must take account of the pressures for change.

2.2.8 Experience tells us that social and economic change is unceasing but trends are uncertain and difficult to forecast. While the Plan can make assumptions it requires enough robustness in policies to withstand fluctuations and enough flexibility to respond to unforeseen change.

2.2.9 Amid innate uncertainty society invests increasingly in land and buildings and expects that planning for change must also provide an element of stability. Clearly there is no clean slate. The development pattern is firmly set and will not alter markedly in the next decade. The planning process continues and there are commitments to deliver. Marginal but still important changes are the remit of the UDP. Consistency and continuity of the present and future with the past must be ensured.

2.2.10 Local authorities play a key role in initiating and co-ordinating service provision and development. In striving to achieve a successful future for the City, this requires effective corporate working arrangements within the authority. This UDP is prepared within this corporate context and itself provides a vehicle for encouraging greater corporate policy co-ordination at both strategic and site-specific levels.

2.2.11 This collaborative approach extends beyond the Council to the private sector, voluntary organisations and statutory bodies. Successful implementation of the Plan depends heavily on public/private sector partnership. As local planning and highway authority and landowner the Council can set the planning framework, act as enabler and implement some of the proposals, but it must work closely with others to achieve the Plan. Implementation and funding are discussed further in Chapter 4.2 below.

2.2.12 Not only partnership and corporate commitment are essential to achievement of the Plan. The resources of land and finance are vital.

There is however a yet more important resource, the people of Leeds, whose Plan this is. The Council's declared aim to break new ground was demonstrated in the extended invitation to the public to comment and help shape this new Plan. The objectives of the Plan reflect key concerns of the people. Thus the emerging environmental agenda of the 1990's represents not only a challenge but a great opportunity. The Council can speak for its residents in securing environmental gains.

2.2.13 Working with the people, the Council has a vision for the future. This is set out below in Chapter 2.4. First, some comments are necessary on another element of the planning context: Government's specific guidance on the way the Leeds UDP should be prepared.

2.3 STRATEGIC GUIDANCE FOR WEST YORKSHIRE

2.3.1 The statutory planning context for the original (2001) Unitary Development Plan was provided by the "Strategic Planning Guidance for West Yorkshire" issued by the Secretary of State for the Environment in July 1989 to "assist the West Yorkshire Metropolitan District Councils in the preparation of their UDPs". RPG12 was published by the Secretary of State in October 2001. The main strategic objectives set by Strategic Guidance for the West Yorkshire Unitary Development Plans may be briefly stated as:

(i) to foster economic growth

(ii) to revitalise the urban areas

(iii) to ensure the conservation of countryside and the urban heritage.

(iv) to make best use of the available resources and encourage the efficient use of energy.

2.3.2 A Selective Review of RPG12 was carried out and this became the RSS on 28 September 2004 under the Planning & Compensation Act 2004. The revised version of RSS was published on 1 December 2004, and this completed the selective Review of RPG12 which was carried out between 2002 and 2004. The parts of the Strategic Guidance of particular relevance can be summarised as:

(i) the main focus of the UDP should be on the revitalisation of the major urban areas, particularly the older inner and industrial zones;

(ii) an adequate supply of land for industrial development should be made available, to ensure a good choice and mix of sites. Topographical constraints coupled with the likely pattern of demand mean that more new land will need to be identified in

the eastern part of West Yorkshire than in the west;

(iii) as a general guide, the UDP should provide land for the completion of 1,930 dwellings to cover the period 1998-2016;

(iv) the preparation of the UDP is seen as an opportunity to give precision to the Green Belt where boundaries have not yet been clearly defined and, exceptionally, to review existing boundaries where economic regeneration may be constrained by a lack of suitable industrial sites;

(v) priorities for environmental improvement should include areas of high residential density and social deprivation;

(vi) sites of ecological and wildlife value should be safeguarded and extended in urban as well as rural areas;

(vii) the role of tourism should be maintained and the need for rural diversification recognised;

(viii) the role of existing shopping centres should be recognised, although retail development outside these centres may also have a role in widening choice where it does not seriously threaten the viability and vitality of nearby centres;

(ix) UDPs should ensure that West Yorkshire's contribution to the local, regional and national demand for minerals is maintained;

(x) landfill is expected to remain the main method of waste disposal;

(xi) economic growth will be helped by improvements to transport infrastructure. Priority should be given to transport proposals which can improve access to the inner parts of the major towns and areas identified as priorities for regeneration;

(xii) efficient access by public transport makes an important contribution to meeting overall transport needs and reducing congestion on roads. Account should be taken of the proposals for light rail transit;

(xiii) strategic trends should be monitored.

2.3.3 A new RSS for Yorkshire & The Humber was submitted to Government in December 2005 and issued for consultation between January and April 2006. Although this Plan is still subject to Public Examination, its overall vision is to:

- Reverse the long term trend of population and investment dispersal away from the region’s cities and major towns.

- Transform cities and major towns to make them attractive places in which people want to live, work and invest.
- Support market towns as the local development and service focus for meeting needs in local areas.
- Diversify urban and rural economies and help deliver a better performing and more competitive economy.
- Focus development and investment in a way that better connects excluded communities to opportunity and supports areas requiring regeneration.
- Improve accessibility to jobs and services and increase the use of public transport
- Raise environmental quality and respond to the challenge of climate change.

2.3.4 The Plan makes specific reference to the Leeds District. In particular, a key spatial priority is to "manage the spread and benefits of continued growth of the Leeds economy as a European centre of financial and business services." In addition, the Leeds City Region is identified as one of seven distinct sub areas, where the aim is to "realise the economic potential of the sub area and ensure that benefits are spread equitably throughout the city region; planning for a high level of growth, supported by significant and targeted investment in transport, social and environmental infrastructure."

2.4 THE VISION FOR LEEDS II (2004 – 2020)

2.4.1 The City Council, together with the people of Leeds, is developing a clear vision of the kind of City we wish Leeds to become - and of the ways this can be achieved.

2.4.2 The Vision for Leeds is the community strategy for the city, building on the First Vision for Leeds that was published in July 1999. It aims to answer the following important questions:

(i) What sort of city should Leeds be in the future?

(ii) What are the main priorities for action?

(iii) How will communities, groups and agencies work together to deliver what is needed?

2.4.3 To meet the challenges which lie ahead for the city, the Vision for Leeds has three main aims:

(i) Going up a league as a city – making Leeds an internationally

competitive city, the best place in the country to live, work and learn, with a high quality of life for everyone.

(ii) Narrowing the gap between the most disadvantaged people and communities and the rest of the city.

(iii) Developing Leeds' role as the regional capital, contributing to the national economy as a competitive European city.

2.4.4 The City Council is developing a series of initiatives which are directed to these ends. The UDP is one of these, and has a key co-ordinating role, since it is concerned with the overall structure and appearance of the whole of the City and its District, and the way the different activities interrelate.

2.4.5 Therefore, in addition to the Strategic Guidance, the local context for the Leeds UDP is becoming increasingly well defined through this series of different, but highly interrelated, strategies now being advanced by the City Council. Those most directly relevant to the UDP are the Economic, Transport, Green and Nature Conservation Strategies - now all approved following consultation, and the West Yorkshire Local Transport Plan.

2.4.6 The UDP reflects these strategic priorities, and attempts to reconcile any potential conflicts by indicating the necessary balance between aspirations, whilst seeking to achieve its own planning objectives. The key elements of the main strategies, which provide a major context for the UDP, are now considered, before identifying the specific aims and objectives of the UDP itself.

CITY COUNCIL STRATEGIC INITIATIVES

Economic Strategy

2.4.7 The Council's Economic Strategy proposes the "overall vision" of the kind of city to which Leeds might aspire, which was identified in para. 2.4.1 above.

2.4.8 The following "principal objectives" are defined:

(i) that Leeds should, over the next ten years, become a major European city;

(ii) that Leeds should develop a successful City Centre which is renowned for its attractive environment;

(iii) that Leeds should broaden and strengthen its existing economic base;

(iv) that all citizens of Leeds must benefit from improvements to the City;

(v) that Leeds should become one of Europe's leading business centres;

(vi) that Leeds should become a major social and cultural centre.

Transport Strategy

West Yorkshire Local Transport Plan

2.4.9 The West Yorkshire Local Transport Plan is the statutory five year transport plan for the sub-region and is based on the following 4 key themes:

(i) Improving the quality and availability of alternative modes to the car and lorry;
(ii) managing the use and condition of the highway;
(iii) managing the demand for travel;
(iv) promoting social inclusion.

Green Strategy

2.4.10 The Green Strategy was approved following a major public consultation exercise. The aim of the Strategy is to achieve a sustainable city, in genuine partnership with all sectors of the City community. The goal is a truly sustainable City which consumes less, is selective in what it consumes, produces less waste during consumption, recycles what waste it does produce, and not only protects, but enhances, its natural and built environment. In achieving this "sustainable city", the major role of the UDP is recognised, as the means of balancing and co-ordinating the other Strategies. The Green Strategy proposes that the UDP defines the criteria to be used to assess the quality (including the "sustainability") of development, and reflects the Strategy's environmental objectives:

Objective 1.1:

> "Outline, in the Unitary Development Plan and in City Council planning policies, the criteria that will be used to assess the quality of development in the development control process, including environmental sustainability, resource conservation and the protection and enhancement of the natural environment."

Objective 1.2:

> "Take account of the environmental objectives in this strategy in the preparation of the Unitary Development Plan."

2.4.11 A number of detailed objectives relevant to the UDP are contained within the Green Strategy, to which reference will be made throughout the UDP.

The main philosophy towards enhancing the local environment is defined in the following "overall aim":

> "to develop a safe, healthy local environment which provides the best quality of life possible for its residents and is clean, unpolluted, attractive, ecologically sound and free from dereliction and degradation."

Nature Conservation Strategy

2.4.12 The four basic aims and objectives of the Nature Conservation Strategy are:

(i) to **conserve** valuable existing nature conservation sites;

(ii) to ensure all Leeds' residents have easy **access** to nature conservation interest near to their homes;

(iii) to promote greater awareness and care for the whole of the natural environment through the distribution of **information**;

(iv) to **enhance** nature through sympathetic development and management.

3. UDP STRATEGY

3.1 INTRODUCTION

3.1.1 This Chapter provides an overview of the UDP Strategy as a whole. It identifies the general objectives of the Strategy, and the key principles behind the approach adopted. This is structured as follows:

Chapter 3.2 Strategic Goals
- 4 general goals which underlie the Plan, identifying the UDP's particular perspective;

Chapter 3.3 Strategic Aims
- 9 aims which set the priorities for action;

Chapter 3.4 Strategic Principles
- 8 principles which define the main approach adopted by the UDP.

3.2 UDP STRATEGIC GOALS

3.2.1. **The UDP embraces and adopts as its own the principles of the Council's strategic initiatives described in Chapter 2.4. In addition the Plan is one of the main practical vehicles for elaborating and achieving these strategies. The UDP in addition adds its own particular perspective and aspirations.**

3.2.2 There are four general **strategic goals (SG)** which are fundamental to the UDP itself:

SG1: to use the mechanism of land-use planning to help co-ordinate all the aims and aspirations of the Council's strategic initiatives, with the intent of improving the quality of life for all the residents of Leeds and those who use the City;

the special role which falls to the UDP, being the strategy with the widest scope of all the Council initiatives (certainly in terms of different land use activities), and having a statutory status;

SG2: to maintain and enhance the character of the District of Leeds;

the particular theme of the Leeds UDP itself. The UDP reflects the commonly held perception amongst the residents of Leeds

that, whilst not without its problems, the City has considerable character and civic pride and is an attractive place in which to live. The resolution of problems and the retention and enhancement of the character of the City are primary motives which underpin the planning strategy;

SG3: to ensure that the legitimate land needs of the community are met;

a major duty of the UDP (and the planning process) is to identify sufficient land, or otherwise provide for development, to meet the various land use demands made by the Leeds communities - in particular for housing, employment, retailing, education, leisure and social facilities;

SG4: to ensure that development is consistent with the principles of sustainable development.

the Council will apply the principles of sustainability in implementing the UDP so that development will meet the needs of the present without compromising the ability of future generations to meet their own needs.

3.3 UDP STRATEGIC AIMS

3.3.1 Within the context of the UDP's overall goals, nine key UDP **strategic aims (SA)** have been identified. As priorities, the first Leeds UDP seeks to address the following aims:

ENVIRONMENT

SA1: to secure the highest possible quality of the environment throughout the District, by protecting existing good environment, conserving and enhancing where there is scope for improvement, including initiating the renewal and restoration of areas of poor environment;

balancing the interests of the environment of Leeds with development aspirations is one of the main themes of the UDP. Chapter 5 of the UDP seeks to draw together a number of environmental policy strands, including the protective policies (particularly the Green Belt policies) and the enhancement and renewal initiatives (e.g. design policies, Conservation Area policies and the urban renewal strategy). Support for the retention and enhancement of greenspace for amenity, recreation and nature conservation purposes is a major principle of the Plan;

TRANSPORT

SA2: to encourage development in locations that will reduce the need for travel, promote the use of public transport and other sustainable modes, reduce the journey lengths of those trips which are made by car, whilst promoting safe travel, economic development and protection of the environment;

transport systems are not ends in themselves, but a means of connecting land-uses. Chapter 6 of the UDP seeks to promote a high quality integrated transport system that meets the needs of local people and businesses safely and reliably, whilst maintaining the overall quality of the environment. Getting the balance right between car and non-car use will remain a key factor in achieving more sustainable patterns of travel. The Council is committed to encouraging greater use of public transport and more sustainable modes of transport throughout the City;

HOUSING

SA3: to make adequate provision for the community's housing needs during the Plan period, by identification of sufficient land for new development, targeting of some provision for social housing groups, and support for renewal of the existing stock;

a major task of the UDP in Chapter 7 is to identify the necessary scale of land needed for new housing, and to define the locational strategy for its release. Within the overall strategy however particular priority is accorded to the needs of specific groups and the renewal of priority areas of the housing stock.

LOCAL ECONOMY

SA4: to promote and strengthen the economic base of Leeds, by identification of a balanced range of sites for development and relocation, co-ordination of the provision of necessary infrastructure, and identification of areas which will have priority for regeneration initiatives;

identification of the land needs of all sectors of the local economy - the "balanced portfolio" of sites - is a fundamental UDP objective. The Plan in Chapter 8 seeks to provide a context to guide new development and the renewal of outworn industrial areas, and to direct priorities for infrastructure provision;

SHOPPING

SA5: to ensure that a wide range of shops is available in locations to which all sections of the community, including those without access to private cars, have access by a choice of means of transport;

the UDP in Chapter 9 seeks to promote appropriate shopping development in the locations most accessible to all the community. The needs of those without access to cars are of the most concern, given the trends in modern forms of retailing which favour car-borne trade;

LEISURE AND TOURISM

SA6: to encourage the provision of facilities for leisure activities, and to promote tourist visits to Leeds, in ways which secure positive benefits for all sections of the community;

the UDP must safeguard existing facilities, and promote the provision of additional ones, in the most appropriate locations. Chapter 10 considers the ways in which facilities for leisure, community activities and tourism can be made more accessible to all, and potential conflicts resolved over their use (for example raising environmental or traffic related problems);

URBAN REGENERATION

SA7: to promote the physical and economic regeneration of urban land and buildings within the urban areas, taking account of the needs and aspirations of local communities;

the UDP in Chapter 11 seeks to define the spatial priorities for action, and identify the means (and provide the commitment) to their review; and it seeks to ensure the greater active involvement in the planning process of local communities, particularly those from ethnic minority groups;

ACCESS FOR ALL

SA8: to ensure that all sections of the community, irrespective of income, disability, age, race, religion, gender, travelling way of life, caring responsibility or place of residence have safe and easy access to housing, employment, shops, social, community and leisure facilities, places of worship and other necessary facilities, by maintaining and enhancing the current levels of provision in appropriate locations;

the UDP is a Plan for all the people of Leeds: to ensure that essential facilities are accessible to all sections of the community is a fundamental objective which runs throughout the Plan. Many people are relatively disadvantaged compared to the population as a whole. By reason of poverty, discrimination, where they live, the disabilities and lack of mobility they may have, they face particular disadvantages in getting jobs, goods and services. All elements of the Plan need to ensure the maximum effort possible is directed to overcoming these disadvantages. For convenience, a separate section of this Volume - Chapter 12 - explains the ways in which this is to be achieved;

CITY CENTRE

SA9: to promote the development of a City Centre which supports the aspiration of Leeds to become one of the principal cities of Europe, maintaining and enhancing the distinctive character which the Centre already possesses;

the City Centre is the focal point of the whole City and District - the image and the future of the District as a whole depend very much on the strength of its Centre. The proposals in Chapter 13 for the City Centre are similarly at the heart of the UDP Strategy as a whole. Achievement of the aspirations for the Centre and the City depends on maintaining and enhancing its character - fundamentally the UDP approach is based on the premise that the future success of the City in competition with other cities depends far more on maximising the assets we already possess and developing in a complementary manner, than on creating a different "new" form of City.

3.4 UDP STRATEGY PRINCIPLES

3.4.1 Geography and history, including past planning action, have together produced over the centuries the present development pattern. To put the UDP in perspective, this pattern will not change radically as a result of new building sanctioned by the Plan in the next decade. However, the direction of change is important, and the UDP will have an important influence on the evolving character of the City in the next ten to twenty years.

3.4.2 The UDP Strategy comprises many inter-related policies and proposals, organised by topic and area, which seek to achieve the goals and aims identified in the previous sections. Although the subjects covered and the measures proposed are numerous, there are several key principles which can be identified, which constitute perhaps the most important features of

the UDP's approach. If the goals and aims discussed above are concerned with "what" the Plan is seeking to achieve, these key principles describe the main ways "how" those objectives will be reached. The explanation and justification of these principles is contained in Section II of this Volume, under each of the relevant topic Chapters:

SP1: Greenspace is protected and enhanced as an important land use in its own right in conferring amenity, quality of life and a sense of identity to established communities and proposed extensions.

SP2: Countryside is protected for its own sake, as a recreational resource, as a setting for a diversified and prosperous rural economy, and as the location of valued landscapes, wildlife and natural features.

SP3: New development will be concentrated largely within or adjoining the main urban areas and settlements on sites that are or can be well served by public transport. This is in order to reduce growth in the length and number of motorised journeys, to minimise the loss of green field sites (and green belt), and to maximise the potential of the existing and proposed infrastructure.

SP4: Priority in the introduction of new transport infrastructure is given to supporting public transport (including new forms) with some limited new road building.

SP5: (Deleted)

SP6: Distribution of land for employment uses is based on the following principles, taking into account infrastructure capacity (existing and planned) and environmental opportunities and constraints:

i. provision of land in quantities and locations which offer job prospects close to homes of the workforce, reducing travel to work;

ii. provision of land in quantities, locations, size and type which can accommodate likely market demand, in order to stimulate economic recovery and job opportunities.

SP7: Priority is given to the maintenance and enhancement of the City Centre and town centres.

SP8: The role of the City Centre will be enhanced by:

i. a planned approach to the expansion of Centre uses within a defined City Centre boundary;

ii. an environmental strategy concerned with improving urban design, and provision and enhancement of linked greenspaces;

iii. transport improvements within the Council's Transport Strategy;

iv. provision for primary land-use activities;

v. a broad land use approach involving mixed uses within a "Quarters" philosophy.

SECTION II:

TOPICS

4. GENERAL POLICIES

4.1 INTRODUCTION

4.1.1 This Chapter considers a number of general issues concerning the use of the Plan, and the planning process. It covers:

Chapter 4.2 - Implementation and funding

Chapter 4.3 - General Policies

Chapter 4.4 - Existing Adopted Local Plan Proposals

Chapter 4.5 - Planning Agreements and Community Benefits

Chapter 4.6 - Enforcement

Chapter 4.7 - Monitoring and Review

4.2 IMPLEMENTATION AND FUNDING

4.2.1 Although the Council has the duty to prepare the UDP, its successful implementation will require the support of the whole community of Leeds, and the assistance of a wide variety of public and private sector bodies, business interests and voluntary organisations. For this reason it is essential that everybody is involved in its preparation - and that when it finally becomes a statutory Plan, the whole of Leeds can adopt and use it.

4.2.2 The essential feature of the UDP is that it provides a **context**, within which all can operate. In these terms it seeks to provide a consistent framework, giving certainty where this is possible, and the appropriate degree of flexibility where it is not.

4.2.3 The main ways in which the Council will seek to implement the Plan are:

(i) by taking a pro-active approach in identifying opportunities, tackling constraints and guiding change;

(ii) by seeking to steer action according to the priorities identified in the Plan;

(iii) by using planning controls: granting or refusing of planning permission, and taking enforcement action;

(iv) by reflecting the strategy in formulating its own revenue and capital budgets, and by using it to strengthen the annual

resource bids for programmes such as the Housing Investment Programme and the Transport Policies and Programme;

(v) through its own actions as landowner, or by acquiring land.

4.2.4 Whilst guidance on priorities and the direction of expenditure and investment is provided by the UDP, the timing of the implementation of proposals will be determined in many cases by the availability of resources, both public and private. This availability will of course be influenced by many factors. In the case of the public sector, Government largely controls public expenditure and grant aid. Private sector investment is mostly influenced by the prevailing economic climate.

4.2.5 In the context of tight constraints on public expenditure, partnership between public and private sectors is essential. Limited public resources need to be used to provide the right conditions to encourage private resources to play their part. The UDP thus identifies a variety of opportunities for development, and establishes a framework for partnerships to be developed. The role of all individuals and agencies, public and private, in implementing different policies and proposals is stressed throughout this Plan.

4.3 GENERAL POLICIES

4.3.1 The core concern of Planning is control of the use of land and the process of change in the environment through the Development Plan and Development Control systems. The UDP provides a policy context for the operation of Development Control.

4.3.2 It provides this context in three ways: by establishing the main intent and principles of the UDP Strategy (Chapter 3.3); by defining Policies which reflect this Strategy; and by making Proposals for specific future land uses on defined sites. The following Chapters in Sections II and III set out the UDP's Policies and Proposals for future development and environmental change. A number of general planning issues are considered here, and General Policies (GP) are identified.

4.3.3 Section II of the Written Statement proposes particular sites for specified future land uses. The Proposals Map identifies these sites, and further information and requirements on each site is detailed in Section III: Area and Site Statements. It is the UDP's intention that sites should normally be developed for their allocated use only:

GP1: WHERE THE PROPOSALS MAP INDICATES A PARTICULAR LAND USE (OR USES) FOR A SITE, NO OTHER PERMANENT USE (OR USES) WILL BE CONSIDERED APPROPRIATE. PERMISSION WILL NOT BE GIVEN FOR PERMANENT DEVELOPMENT OTHER THAN FOR THE USE(S) SHOWN UNLESS:

i. THE OTHER LAND USE (OR USES) ARE AUXILIARY TO THE INDICATED USE (OR USES); OR

ii. THE PROPOSED USE (OR USES) FORM SUBSIDIARY ELEMENTS OF A MIXED USE SCHEME OF WHICH THE UDP INDICATED USE (OR USES) REMAINS THE PRINCIPAL USE (OR USES); OR

iii. CLEAR EVIDENCE HAS BEEN PRODUCED THAT CIRCUMSTANCES HAVE CHANGED MATERIALLY SINCE THE ADOPTION OF THE UDP, IN PARTICULAR IN RELATION TO THE NEED FOR THE ALLOCATED USE (OR USES), THE SUITABILITY OF THE SITE, OR THE NEED FOR SITES FOR THE USE (OR USES) NOW PROPOSED.

4.3.4 The UDP anticipates that proposals for development will be made on sites which are not allocated for development on the Proposals Map. In such circumstances the UDP Strategy (Chapter 3), the UDP Policies and Proposals, will guide the decisions of the City Council:

GP2: DEVELOPMENT PROPOSED ON VACANT, UNDER-USED OR POTENTIAL REDEVELOPMENT SITES FOR WHICH THE PROPOSALS MAP INDICATES NO SPECIFIC PROPOSALS WILL BE CONSIDERED FAVOURABLY IN THE CONTEXT OF OTHER POLICIES IN THE PLAN, AND ANY PREVIOUS PERMISSIONS GRANTED OR REFUSED.

GP3: EXISTING LAND USES WILL REMAIN THE DOMINANT LAND USES OF AN AREA, EXCEPT WHERE SPECIFIC PROPOSALS ARE SHOWN ON THE PROPOSALS MAP, OR DEVELOPMENTS ARE OTHERWISE CONSISTENT WITH GREEN BELT POLICY. NEW DEVELOPMENT WILL BE

PERMITTED ONLY WHERE PROPOSED USES ARE COMPATIBLE WITH EXISTING USES IN AN AREA.

4.3.5 Section 54A of the 1990 Town and Country Planning Act, introduced by the Planning and Compensation Act 1991, indicates that determination of planning proposals must be made in accordance with the adopted UDP, unless material considerations support an alternative approach.

4.3.6 All development, including the site specific proposals made in the UDP, will be subject to normal development control considerations, including the acceptable provision of vehicular access, surface and foul water sewer disposal, car parking, greenspace, landscape and detailed design considerations. Landscaping concerns will include the retention of trees. Development proposals may be submitted for planning approval in two ways. Outline applications need to resolve those requirements which establish in principle whether a site is physically developable for the development intended. Detailed applications need to resolve all development control considerations. Guidance on the achievement of these requirements or provision of facilities may be set through area or site development frameworks or planning briefs. Investigations may also be needed to assess land stability and whether proximity to hazardous installations or pipelines will constrain development. Sites may also need to be subject of stability investigations. Development should, where possible, reflect the concepts of sustainability and energy conservation. Accordingly:

GP5: DEVELOPMENT PROPOSALS SHOULD RESOLVE DETAILED PLANNING CONSIDERATIONS (INCLUDING ACCESS, DRAINAGE, CONTAMINATION, STABILITY, LANDSCAPING AND DESIGN). PROPOSALS SHOULD SEEK TO AVOID PROBLEMS OF ENVIRONMENTAL INTRUSION, LOSS OF AMENITY, POLLUTION, DANGER TO HEALTH OR LIFE, AND HIGHWAY CONGESTION, TO MAXIMISE HIGHWAY SAFETY, AND TO PROMOTE ENERGY CONSERVATION AND THE PREVENTION OF CRIME. PROPOSALS SHOULD HAVE REGARD TO THE GUIDANCE CONTAINED IN ANY FRAMEWORK OR PLANNING BRIEF PREPARED FOR THE SITE OR AREA.

4.3.7 In certain circumstances development proposals may raise the likelihood of significant impact on the environment which needs thorough-going examination. The Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999, define in two schedules the types of project for which Environmental Assessment (EA) will be required. Obligatory projects are listed in Schedule 1, whilst

Schedule 2 includes discretionary projects. An EA will need to be conducted for a Schedule 2 project where it is likely to give rise to significant environmental effects and the project is of more than local importance, where it is on a smaller scale but on a site of a particularly sensitive or vulnerable nature, or where it has unusually complex and potentially adverse environmental effects.

4.4 EXISTING ADOPTED LOCAL PLAN PROPOSALS

4.4.1 In the City Centre the policies and proposals of the Central Business Area District Plan 1982 have either been implemented or are wholly superseded by the policies and proposals of the UDP. Elsewhere in the remaining 8 adopted Local Plans covering other parts of Leeds District, many of the proposals which have not already been implemented are carried forward as proposals in the UDP. The Volume 2 Area and Site Statement Appendices make clear on a local plan area basis which existing proposals are intended to be carried forward as individual UDP proposals. These include proposals covered within and thus carried forward by specific UDP policies in Section II, mainly concerning greenspace, housing and employment uses. Other existing adopted Local Plan policies are carried forward under the following general policy:

GP6: UNIMPLEMENTED PROPOSALS FROM EXISTING ADOPTED LOCAL PLANS WHICH ARE CARRIED FORWARD AS PROPOSALS WITHIN THE UDP, OTHER THAN THOSE CARRIED FORWARD BY OTHER UDP POLICIES, ARE SHOWN ON THE PROPOSALS MAP AND IDENTIFIED WITHIN THE AREA AND SITE STATEMENTS APPENDICES IN VOLUME 2.

4.4.2 The existing proposals have been fully discussed in the context of the particular Local Plan, including consideration at a Public Inquiry if necessary. The City Council considers that any changes in circumstances have not been significant enough to alter the justification for local plan proposals which are carried forward into the UDP.

4.4.3 The Area and Site Statement Appendices in Volume 2 identify comprehensively for each Local Plan area which proposals have been carried forward under Policy GP6 or other specific UDP Policies. In addition the Appendices indicate those proposals which are deleted because they have been implemented or are otherwise completely superseded and replaced by UDP policies and proposals. In some adopted Local Plans, site proposals of 0.2 hectares or less were made. These proposals are not carried forward as part of the UDP. This is to ensure consistency of approach on all carried forward proposals, and to ensure that all proposals are easily identified on the Proposals Map.

4.5 PLANNING AGREEMENTS AND COMMUNITY BENEFITS

4.5.1 The arrangements for planning agreements with developers are set out under Section 106 of the Town and Country Planning Act 1990, as amended by the Planning and Compensation Act 1991 (Section 12). This legislation introduced planning obligations which comprise both development agreements between the planning authorities and developers, and unilateral undertakings by developers. Circular 05/2005 sets out Government policy for the implementation of planning obligations, with which the approach described in this section conforms.

4.5.2 Planning obligations may restrict development or the use of land, or require operations to be carried out, or the land to be used in any specific way, and may require payments to be made to the authority either by a single sum or periodically. Obligations once created run with the development land in which the developer must have an interest. They may be enforced against the original covenantor and anyone subsequently acquiring an interest in the land. Obligations can be positive, requiring a developer to do a specific thing, or negative - restricting a covenantor or his successors from developing or using the land in a specified way. Benefits sought by the City Council under these arrangements will be related to development and to the grant of planning permission.

4.5.3 Agreements will relate directly and be relevant to the development to be permitted, to planning and to the provisions of the UDP for the site and the area. Agreements will cover either consequences arising solely from the development proposed and/or the cumulative effects of similar developments, or developments in the particular area in which the proposal is made. Agreements may require provision of a specific community benefit or facility, and/or a financial contribution toward the provision of such a benefit by the City Council.

4.5.4 Development will be liable to provide community benefit where additional use of and need for community facilities arises from that development, which will be unlikely in the case of small scale domestic developments (such as extensions, alterations, small garages and car ports). When required, the type and scale of community benefit will be the subject of negotiation between the City Council and the prospective developer. The scale and kind of benefit sought will be related reasonably to the need likely to be generated by the development.

4.5.5 In the case of planning agreements requiring a financial contribution toward a community benefit, payment will be made into specific funds managed by the City Council for achieving the requirements of overall strategic initiatives in the UDP. Examples of the strategic initiatives towards which financial payments may contribute include provision or improvement of Greenspace, playing fields and other environmental

initiatives (Chapter 5), Transport Strategy initiatives (Chapter 6), Economic Strategy initiatives (Chapter 8) and City Centre improvement initiatives (Chapter 13). Facilities to be provided must be directly related to the anticipated impact of the proposed development.

4.5.6 The City Council will pursue planning obligations according to the following policy:

GP7 WHERE DEVELOPMENT WOULD NOT OTHERWISE BE ACCEPTABLE AND A CONDITION WOULD NOT BE EFFECTIVE, A PLANNING OBLIGATION WILL BE NECESSARY BEFORE PLANNING PERMISSION IS GRANTED. THIS OBLIGATION SHOULD COVER THOSE MATTERS WHICH WOULD OTHERWISE RESULT IN PERMISSION BEING WITHHELD AND IF POSSIBLE SHOULD ENHANCE THE OVERALL QUALITY OF THE DEVELOPMENT. ITS REQUIREMENTS SHOULD BE NECESSARY, RELEVANT TO PLANNING, DIRECTLY RELATED TO THE PROPOSED DEVELOPMENT, FAIRLY AND REASONABLY RELATED IN SCALE AND KIND TO THE PROPOSED DEVELOPMENT, AND REASONABLE IN ALL OTHER RESPECTS.

4.5.7 The following list, which is not exhaustive, indicates examples of types of community benefit which where appropriate the City Council will pursue through planning agreements:

(i) improvements for people with a mobility handicap;

(ii) provision of car parking for the public's use;

(iii) improvements to public transport system infrastructure, highways, cycleways and pedestrian routes;

(iv) improvements to and provision of community buildings and greenspaces for recreation, social, leisure, health and education purposes;

(v) maintenance of small areas of greenspace or landscaping principally of benefit to the development;

(vi) training centres, workshops and schemes which help develop the skills of the resident workforce and help groups such as women, ethnic minority groups and people with disabilities, facing disadvantage in the labour market;

(vii) conservation and or provision of land and water for nature conservation and amenity;

(viii) conservation of buildings, structures and places of historic or architectural or archaeological interest;

(ix) resources and time for archaeological investigations and rescue;

(x) provision of art or sculpture in public places;

(xi) provision of an element of low cost and special needs residential accommodation;

(xii) provision of recycling facilities;

(xiii) provision of an acceptable balance of uses in mixed use development;

(xiv) public toilet and crèche facilities;

(xv) street lighting.

4.5.8 Specific requirements for community benefit are where appropriate set out elsewhere in the UDP, or may be identified in planning briefs to be devised by the City Council. The City Council will negotiate with would-be developers the appropriate scale and nature of community benefit to be provided as part of individual developments in circumstances where permission could not be granted otherwise.

4.6 ENFORCEMENT

4.6.1 To help achieve the aims and objectives of the Plan and deliver improvements to the environment and general amenity, the resources and planning enforcement powers available to the Local Planning Authority will be fully utilised. Where resources allow, checks will be undertaken on sites for compliance with approved plans and conditions attached to planning permissions, legal agreements and unilateral undertakings. Complaints relating to alleged breaches of planning control will be investigated. Appropriate action, including in certain cases prosecution, will be taken as follows:

GP8: WHERE A BREACH OF PLANNING CONTROL HAS OCCURRED, A SATISFACTORY REMEDY WILL NORMALLY BE REQUIRED WITHIN A TIMESCALE ACCEPTABLE TO THE PLANNING AUTHORITY. WHERE THIS IS NOT A VIABLE OPTION, THE COUNCIL WILL BE PREPARED TO RESORT TO THE RANGE OF ENFORCEMENT POWERS AVAILABLE TO IT (ENFORCEMENT/STOP NOTICES, BREACH OF CONDITION NOTICES, AND IN EXCEPTIONAL CASES INJUNCTIONS), HAVING REGARD TO:

i. WHETHER, IN THE CIRCUMSTANCES, IT IS EXPEDIENT

TO TAKE ACTION; AND

ii. UDP AND ANY OTHER MATERIAL CONSIDERATIONS.

4.7 MONITORING AND REVIEW

4.7.1 Strategic Guidance advises that District Councils should monitor strategic trends and developments, and consult neighbouring planning authorities on what is happening in their areas. Monitoring should include assessments of:

(i) the scale and pace of urban regeneration;

(ii) housing development, land availability, and trends in factors affecting provision, including the important interrelationship between West Yorkshire and North Yorkshire;

(iii) the success of the Green Belt in restricting urban sprawl and redirecting development to inner areas;

(iv) the cumulative effect of shopping developments on existing town centres.

4.7.2 The City Council is committed to monitoring strategic trends in the manner indicated by Strategic Guidance, and to ensuring that the UDP, once adopted, remains valid and relevant to Leeds. The analysis of detailed results from the 1991 Census will be the first major additional set of information which will need to be taken into account - hopefully before this first UDP is adopted. A specific commitment to review using these results is given in Chapter 11, covering Urban Regeneration.

4.8 COMMUNITY INVOLVEMENT

4.8.1 The forms of public consultation and community involvement are constantly being appraised and a key task of the City Council is the development of a permanent on-going dialogue with local communities on a wide range of issues. Communities include private, public and voluntary sector interests in a locality, as well as residents and their representatives. The Government is also committed to ensuring that local communities become more effectively engaged in the planning process, and is encouraging local authorities to establish more effective mechanisms for community involvement. The Planning and Compulsory Purchase Act 2004 has a requirement for Local Development Frameworks to contain a Statement of Community Involvement (SCI) setting out how the community will be involved in the development planning process and in significant planning applications. The Council's SCI will be used to inform the preparation of future development plan components e.g. the Action Area Plans proposed under Policy R1. Similarly, the Council is now

seeking to serve the interests of the public more widely in the development control process. Neighbour notification of planning applications is only one example of the Council's commitment. It is currently actively seeking to develop and encourage further involvement of local communities in the planning application process through a series of measures including providing advice to applicants of the best ways of involving the local community and encouraging them to submit details with planning applications of how they have involved the public in developing their scheme proposals.

GP9: THE CITY COUNCIL WILL PROMOTE GREATER COMMUNITY INVOLVEMENT IN THE PLANNING PROCESS, PARTICULARLY AMONGST WOMEN, LOW INCOME HOUSEHOLDS, DISABLED PEOPLE AND ETHNIC MINORITIES.
THE COUNCIL WILL INVOLVE THE COMMUNITY FULLY IN THE DEVELOPMENT PLAN PROCESS INCLUDING IN THE FORMULATION OF AREA ACTION PLANS AND WILL ENCOURAGE AND SUPPORT COMMUNITY INVOLVEMENT IN THE PLANNING APPLICATION PROCESS, INCLUDING DURING THE PRE-APPLICATION STAGES BY APPLYING THE PROVISIONS OF THE STATEMENT OF COMMUNITY INVOLVEMENT.

4.8.2 Planning consultation projects appropriate to the needs of women, low income households, disabled people, ethnic minorities and other groups in the community will be continued and expanded. Where appropriate, this will require additional positive action to ensure that all “communities of interest” are involved in the process, in order to take into account the specific needs and wishes of, for example, disabled people, women and ethnic minority groups. The City Council has already made progress in establishing a dialogue with these communities by a pilot joint venture in the Chapeltown/Harehills area. In the future the focus will be on a more community-based approach. Measures for achieving this include holding surgeries, particularly within the ethnic minority communities rather than in Council offices.

GP10: THE CITY COUNCIL WILL MONITOR THE ETHNIC ORIGIN OF PLANNING APPLICANTS

4.8.3 By monitoring the ethnic origin of planning applicants and keeping its procedures under review, the City Council will help ensure that all ethnic groups have equality of opportunity within the planning process

4.9 SUSTAINABLE DEVELOPMENT

Introduction

4.9.1 Sustainable development is about making careful choices concerning the future physical development of Leeds so as to ensure that land-use decisions made now have positive and enabling implications for the future. The most widely used definition of sustainable development is "development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (Bruntland Report, 1997). This is reflected in Strategic Goal 4 in Chapter 3. Sustainable development encompasses all aspects of life; Development Plan policies are but one mechanism for promoting more sustainable development. This section establishes the principles of sustainable development in a Leeds' context in accordance with Strategic Goal 4.

Government Guidance

4.9.2 The Government's approach to planning for sustainable development states "the planning system, and development plans in particular, can make a major contribution to the achievement of the Government's objectives for sustainable development." In addition, sustainable development is about ensuring a better quality of life for everyone, now and for generations to come (DETR, (1999), PPG12 and DETR - A Better Quality of Life, 1999). Development can be made more sustainable by addressing the following key governmental objectives, at the same time:

- social progress, which recognises the needs of everyone,
- effective protection of the environment,
- prudent use of natural resources, and
- maintenance of high and stable levels of economic growth and employment.

Development Plans

4.9.3 The planning system regulates the development and use of land in the public interest; consistent with approved development plans and other material considerations in line with s. 54A of the Town and Country Planning Act (1990). The achievement of more sustainable development has to be dealt with within this context.

4.9.4 Planning for sustainable development is not about achieving an absolute goal. It is more about making development more sustainable than it otherwise would have been, in accordance with clear sustainable development objectives. Sustainable development has in the past been addressed as a balancing act i.e. for each development there are inevitably winners and losers. However, this does not deliver the most sustainable forms of development possible because social, economic, environmental and resource objectives are not addressed at the same

time; some are often ignored or a presumption is made that doing exceptionally well in one objective permits a poor performance in another. The Plan proposes that an integrated as opposed to a balanced approach should be the starting point for all development. In other words, all development should aim to address all sustainability objectives at the same time.

4.9.5 In exceptional cases where this is not achieved or where there is a conflict between the achievement of objectives, applications will be considered on their merits, with reference to the need for outweighing material considerations and regard to identified local needs and mitigation measures. In some cases 'no development' may be the most sustainable outcome. At the heart of the Plan's approach to sustainable development are two questions:

- "is a development sustainable enough?"
- "is a development good enough to approve?"

4.9.6 The means to answer these questions are set out below. They involve using both the methods and practice of sustainable development.

4.9.7 The first challenge is to make the four governmental objectives more specific and relevant to what is happening at the local level. This can be achieved by setting local strategic objectives, which encompass sustainability issues. These are derived from the Corporate Plan, the Local Strategic Partnerships and the Development Plan.

Closing the Gap

4.9.8 The Corporate Plan: Closing the Gap states that the mission of Leeds City Council is to bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds. Sustainable development is a core value of the Council.

4.9.9 The Corporate Plan (2002 – 2005) identifies 5 priorities:

- Creating better neighbourhoods and confident communities: reducing crime, improving housing conditions and helping older people to live at home,
- making the most of people: improving results in secondary school and involving more young people in the participation of sporting and other organised events,
- competing in a global economy: increasing private sector investment in the city centre and reducing the gap in unemployment between different areas of Leeds,

- developing a high quality integrated transport system that meets the needs of the whole community safely and reliably, achieves more sustainable patterns of travel, and provides good public transport services readily available to those without access to a car.

- looking after the environment: improving the cleanliness of streets and increasing the proportion of rubbish that is recycled.

4.9.10 These initiatives are pursued through the Best Value Performance Plan, which is updated annually. It also provides a monitoring basis for checking how proposals are performing.

The Vision for Leeds II

4.9.11 The Leeds Initiative has now been accredited as the Local Strategic Partnership. As described in paras 2.4.1-3 above, this community strategy, the Vision for Leeds (2004 to 2020), aims to improve the social, environmental and economic wellbeing of local areas.

4.9.12 The desire to pursue the interests of sustainable development lies at the heart of the Vision. As a consequence, sustainability and the need for sustainable development are the overarching and integral considerations in shaping the intent and focus, both within and between the Vision's main themes, which overlap with those of the Corporate Plan. The Development Plan has had regard to Vision II (2004 to 2020).

The Development Plan

4.9.13 The starting point for the achievement of more sustainable development from a land-use approach is the Development Plan. Development in accordance with Plan Policies will in most cases be more sustainable than that which is not. Exceptions may occur where Plan policies are overtaken by other material considerations e.g. national and regional planning guidance. The objectives of the Plan and its subsequent policy framework are identified in Chapters 2 and 3.

Objectives

4.9.14 As a whole all three sources: Corporate Plan, Vision and Development Plan give a picture of local issues for the achievement of more sustainable development. These issues are elaborated into objectives in both the sustainability appraisal and in supplementary guidance for sustainability assessments below. They include:

- Housing e.g. the promotion of mixed and inclusive communities,

- Community facilities e.g. supporting existing shops, jobs and leisure facilities which are accessible to all and increasing participation in sport and recreation,
- Crime e.g. designing out crime measures,
- Health e.g. improving the condition of housing
- Culture and community e.g. engaging the local community and building capacity,
- Employment and the local economy e.g. supporting local business diversity,
- Inward investment e.g. increasing the number of business start-ups,
- Built environment and land use e.g. building on previously developed land, reusing existing buildings and safeguarding historic assets,
- Countryside e.g. increasing access to the countryside,
- Transport e.g. reducing the number of trips by private car,
- Minerals e.g. safeguarding resources,
- Biodiversity e.g. promoting wildlife diversity,
- Waste e.g. encouraging recycling,
- Energy e.g. encouraging re-use of materials,
- Water e.g. improving the quality of rivers,
- Air e.g. reducing air pollution.

These themes are not intended to replace Plan Policies as the basis for development control decision making. Rather, they should assist in meeting the different components of sustainable development, ensure better integration between themes and in some cases highlight particular local objectives.

Sustainability appraisal

4.9.15 Methods such as sustainability appraisal help to achieve more sustainable policy development. The Plan is supplemented by a sustainability appraisal of those policies subject of review. It uses those issues and objectives in 4.9.14 above, amongst others, to check the sustainability of policies.

Sustainable Design

4.9.16 Good design is essential to create sustainable places in which current and future generations can live, work and play. It is a fundamental and cross-cutting principle of sustainable development. Good sustainable design practice is essential to implement the Review objectives of urban regeneration, urban renaissance, higher densities and maximisation of brownfield land. Good design can assist in tackling the most pressing cross-cutting issues of sustainable development such as: climate change, car dependence and community cohesion.

4.9.17 Quality sustainable design is driven by a number of government documents including, A Better Quality of Life and The Urban White Paper. The Council has in place a number of supplementary design guides, which together with UDP Policies in Chapters 5 (policies N12 and N13), 13 and A3 (Volume II), form its approach to sustainable design.

- The Sustainable Development Design Guide (Supplementary Guidance Note 10)
- Neighbourhoods For Living: The Residential Design Guide (Supplementary Guidance Note 13)
- The Leeds City Centre Urban Design Strategy (Supplementary Guidance Note 14)

4.9.18 Taken together this guidance, along with Government guidance in PPS1, helps define what the Plan means by sustainable design principles, an essential element of sustainable development. To that end:

GP11: WHERE APPLICABLE DEVELOPMENT MUST ENSURE THAT IT MEETS SUSTAINABLE DESIGN PRINCIPLES.

Sustainability Assessments

4.9.19 So far, the Plan illustrates the effect of Strategic Goal 4 through (i) a sustainability appraisal of policy, (ii) a requirement that all development addresses local sustainability objectives at the same time and (iii) the promotion of sustainable design.

4.9.20 In specific cases where issues of sustainable development may be complex and to assist developers in meeting the requirements of Strategic Goal 4 the Plan requires a Sustainability Assessment to be submitted with all applications for major development and exceptionally where required on other applications. Sustainability Assessments should set out how an application addresses all sustainable development objectives as detailed above in paragraph 4.9.14.

4.9.21 Properly carried out, a Sustainability Assessment will help **all** those involved in the planning application process. An Assessment can assist developers by:

- providing a consistent framework from which to justify new and innovative ideas,
- providing certainty at the beginning of the development process as to what is required to make a development more sustainable,
- providing the opportunity to fully justify outweighing material considerations, options and alternatives,
- speeding up the way applications are assessed with regard to sustainable development and material considerations,
- providing consistency of approach with regard to sustainable development objectives, and
- ensuring transparency in decisions.

4.9.22 The detail of how to prepare reports, their scope and content will be contained in a Supplementary Planning Document. The Council expects developers to adopt an evidence-based approach to completing the Assessment, especially where some objectives are not met. This may include a demonstration of how national, regional and local targets are being addressed.

4.9.23 It is hoped that applicants can see for themselves where proposals are weak and anticipate the issues that will take most time to negotiate. Developers are encouraged to do this at the pre-application stage. While a full Sustainability Assessment is not required at pre-application stage it would be highly advantageous and can be amended through the pre-application process to show where improvements have been made and where negotiation has been successful. It is in the interests of the developer to draw up a Sustainability Assessment at the earliest opportunity e.g. because of impacts on land value.

4.9.24 A Sustainability Assessment will be required for all 'major development', that is:

- as per the definition of major development set out in Circular 15/92 'Publicity for Planning Applications', and
- where exceptionally required by the Council on smaller schemes.

To that end:

GP12: A SUSTAINABILITY ASSESSMENT WILL BE ENCOURAGED TO ACCOMPANY THE SUBMISSION OF ALL APPLICATIONS FOR MAJOR DEVELOPMENT.

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5. ENVIRONMENT

5.1 INTRODUCTION

5.1.1 Environmental issues are at the forefront of debate at an international, national and local level. This debate stems from concern about the growing pressures upon the environment, and the realisation that resulting environmental changes may not be reversible. Pressures upon the environment are numerous, and include many diverse and interlinked elements which have an impact upon both the natural and built environment.

5.1.2 In seeking to meet these challenges, the City Council has developed a number of strategies and initiatives, which aim to enhance and improve the quality of the District's environment. This approach is reflected in both the Transport and the Economic Strategies, and perhaps more directly in the Green and Nature Conservation Strategies. In co-ordinating and developing this approach further the central theme of the UDP is to take an integrated perspective in safeguarding and enhancing the unique qualities and "sense of place" of the Leeds District. This in turn is expressed as the following UDP strategic aim:

SA1: to secure the highest possible quality of the environment throughout the District, by protecting existing good environment, and conserving and enhancing where there is scope for improvement, including initiating the renewal and restoration of areas of poor environment.

5.1.3 In meeting this objective, a principal function of the UDP is to balance often conflicting economic and social land use needs with the desire to safeguard the environment. In balancing these competing demands, the UDP seeks to draw together a number of environmental policy strands. Because of the complexity of the many issues which have an impact upon the environment, there is some overlap between the various strands. However this is useful in reinforcing and complementing particular approaches.

5.1.4 These policy strands include protective policies (particularly Green Belt, Greenspace and Nature Conservation) and enhancement and renewal initiatives, incorporating design and conservation policies, and policies for urban renewal. The desire to give further recognition to and plan positively for the Leeds countryside is reflected in the Countryside Strategy policies. These policies aim to protect and enhance the countryside resource whilst balancing the needs of the economy, and opportunities for combining recreation, with effective countryside management.

5.1.5 These various policy elements, and the overall strategic approaches adopted throughout this Plan, reflect very closely the concerns expressed in the Government's Environment White Paper ("This Common Inheritance", September 1990). The advice contained in PPG12 ("Development Plans and Regional Planning Guidance", February 1992) and in PPG22 ("Renewable Energy", February 1993) further reinforces the importance of taking account of the environment in the widest sense in plan preparation. It stresses that newer environmental concerns, such as energy conservation, global warming, and consumption of non-renewable resources should be reflected in plans. More recent advice, in PPS1, states that as a key principle, Development Plans should ensure that sustainable development is pursued in an integrated manner, in line with the principles of sustainable development set out in UK strategy. PPS1 also points out that development plans contribute to global sustainability by addressing the causes and potential impacts of climate change.

5.1.6 Government advice on the relationship between development patterns and energy consumption, and the role of renewable energy sources in limiting the emissions of greenhouse gases is contained in the PPGs mentioned above. As they indicate, development plans should attempt to take account of energy conservation and global warming issues in determining the development strategy. In line with the PPG advice, the strategy of this UDP aims to secure development that is sustainable. The strategy considers the balance between the use of existing urban areas for development and the need for new development areas, in a way which addresses the effective use of urban land whilst resisting further "town cramming". Energy conservation is taken into account, in particular through proposals for new development in locations closely related to public transport (and to improvements to public transport systems), and by the encouragement of the re-use of existing buildings, and of new development being adaptable to change. Similarly, a further fundamental objective of the strategy is to maximise the accessibility of developments which attract journeys (for example shops, employment and leisure). This is reflected for example in support for the maintenance and enhancement of existing centres. Again reflecting PPG 12, policies address the need for "limitations on town centre parking", and aim to give positive encouragement to pedestrians and cyclists.

5.2 GREENSPACE AND OTHER PROTECTED GREENSPACES

5.2.1 The urban environment includes not only built development in the form of houses, industry, shops, and transport infrastructure, but also open areas - and in particular green spaces. Many of these areas have evolved over time in a largely uncoordinated fashion, and have originated in part as a consequence of geography and topography (such as the river valleys), for historical reasons and as a result of the complex mechanisms of the development process. Other areas have been laid out as part of overall planning objectives following clearance and redevelopment. Some green spaces have been formally laid out and maintained by the City Council

and other organisations, whilst others have originated as part of road proposals and the reclamation of derelict and despoiled land.

5.2.2 Whatever their origin, these spaces are collectively termed **"greenspace"** in this UDP, where the public has access to an open area with an existing or potential value for recreation and nature conservation. Such areas provide a resource not only for recreation and nature conservation, but also a means of maintaining and improving the wider perception and positive image of Leeds as a place to live, work and visit. These spaces are integral to the fabric of urban areas throughout the District (the main urban areas and the surrounding towns and villages), and as a consequence they need to be retained to safeguard the character of Leeds. In addition to greenspace, this section considers also the importance of linkage of greenspaces together through 'Urban Green Corridors'; protecting and increasing provision of playing fields; and protecting other tracts of vacant land or enclaves of farmland, which although having no public access do have a visual amenity function.

5.2.3 The consideration of greenspace and other protected greenspaces in this section is structured under the following headings:

- **Protecting existing greenspace;**
- **Provision of new greenspace:**
  i. greenspace hierarchy and standards;
  ii action to provide more greenspace:
    a. priority Areas for improvement of provision;
    b. provision within new development schemes;
    c. direct action;
- **Playing fields;**
- **Urban Green Corridors;**
- **Other open land in built up areas, serving a visual amenity function.**

PROTECTING EXISTING GREENSPACE

5.2.4 In recent years there has been growing public recognition of the need to safeguard greenspace due to the loss of some areas to development. Planning Policy Guidance Note 17 (PPG 17), issued in September 1991, aims to raise the status of greenspace (and other protected greenspaces, including playing fields) within the built environment as a legitimate land use. This advice is welcomed, and the approach is fundamental to the greenspace and related policies of the UDP. This is a key aspect of the UDP, summarised in the following strategic principle:

SP1: Greenspace is protected and enhanced as an important land use in its own right in conferring amenity, quality of life and a sense of identity to established communities and proposed extensions.

5.2.5 The underlying objectives of the UDP's policies for greenspace are as follows:

i. to support the role of greenspace in providing for formal and informal outdoor recreation and nature conservation, as an integral and legitimate land use;

ii. to ensure that greenspace is accessible and safe to those who use it, and to promote the establishment of urban green corridors to maximise accessibility and the linkage of greenspaces;

iii. to provide for a wide range of passive and active outdoor recreation opportunities as close to home as possible, giving priority to those housing areas with relatively poor access to greenspace;

iv. to aim to meet expressed, latent and future, formal and informal outdoor recreation demands through the retention enhancement and provision of greenspace;

v. to recognise the critical contribution greenspace plays in enhancing "quality of life", "sense of place" and the wider perception of the District as an attractive place to live, work, visit and in which to invest.

5.2.6 Given the pressures for development, it is critical that the public's need for formal and informal outdoor recreation is safeguarded. Greenspace is a vital resource. Once lost to development it may well be lost to the community forever. Where in an area there is a shortfall against the Council's greenspace hierarchy and standards under Policy N2, or the area has a shortfall of public playing pitches, development will not be permitted on existing greenspace other than for outdoor recreation. In other areas, existing greenspaces to which the public has a right of access will be retained for outdoor recreation unless an alternative of at least equivalent value to the overall needs of the public in terms of accessibility, amenity and recreation potential can be provided.

N1: DEVELOPMENT OF LAND IDENTIFIED ON THE PROPOSALS MAP AND CITY CENTRE INSET MAP II AS PROTECTED GREENSPACE, WILL NOT BE PERMITTED FOR PURPOSES OTHER THAN OUTDOOR RECREATION, UNLESS THE NEED IN THE LOCALITY FOR GREENSPACE IS ALREADY MET AND A SUITABLE ALTERNATIVE SITE CAN BE IDENTIFIED AND LAID OUT AS GREENSPACE IN AN AREA OF IDENTIFIED SHORTFALL.

5.2.7 Land protected under Policy N1 is identified on the main Proposals Map and on City Centre Inset Map II. It is necessary therefore to identify these areas as legitimate land uses in order to safeguard their future retention.

5.2.8 Allotment gardens also provide a valuable recreational resource for some members of the community but they do not offer general public access. In the densely developed parts of the inner city where accessible greenspace is limited they are valued for their general amenity function in enhancing quality of life. Shortfalls of greenspace in an area can usefully be redressed by the re-use of poorly used allotment land for public access. Some allotment gardens have statutory protection but, in order to ensure that the greenspace needs of the District are met, the following Policy will be applied to all allotments which are the subject of a formal tenancy or licence agreement.

N1A: DEVELOPMENT OF LAND CURRENTLY USED AS ALLOTMENT GARDENS WILL NOT BE PERMITTED FOR PURPOSES OTHER THAN OUTDOOR RECREATION, UNLESS THE NEED IN THE LOCALITY FOR GREENSPACE IS ALREADY MET AND A SUITABLE ALTERNATIVE SITE FOR ALLOTMENT GARDENS CAN BE IDENTIFIED.

PROVISION OF NEW GREENSPACE

i. Greenspace hierarchy and standards

5.2.9 In the provision and enhancement of greenspace, the City Council will seek to ensure that all sections of the community have opportunities to experience and enjoy the amenity and recreational benefits of greenspace. It is fundamentally important that greenspace should be accessible to its users.

5.2.10 The provision of greenspace needs to take account of both quantitative and qualitative factors in providing for minimum requirements. The

function of greenspace in enhancing quality of life is very important, but this function is only effective if the provision of greenspace relates to the needs of the users of that space. As a consequence, provision must acknowledge the ability of users to travel, and must therefore be accessible to all, but especially the least mobile (such as elderly or disabled people, and young children). For example, in the case of children it should recognise the distance from home which parents would regard as safe, as well as traffic danger considerations. Not only should greenspace be accessible, it should also provide for a range of both passive and active recreational experiences in order to serve the users of that space.

5.2.11 Particular attention should be given to the recreational needs of children, in that the design of spaces and provision of play equipment within them should reflect the abilities and activities of a range of children's' age groups. Thus the need for both informal and formal areas for recreation must be accommodated in the provision of greenspace.

5.2.12 The approach of the City Council within the UDP is to define a set of minimum standards to act as targets, to guide priorities for the provision of new greenspace. Reflecting the considerations in the previous paragraphs, these targets are based on access to different types of greenspace serving different functions. In this respect the approach adopted in the Leeds UDP is not based solely on the common method of relating total area of greenspace to the total numbers of people in an area (e.g. the advisory NPFA standard). Such an approach tends to be difficult operationally (in particular in defining the catchment population), and fundamentally can ignore a lack of relationship between the location of the greenspace and the population served. Perhaps most importantly, it ignores the diverse functions provided by different areas of greenspace. Furthermore, it should be noted that the Council's approach to the provision, enhancement, and protection of greenspace recognises that:

a. there is a correlation between the size and type of greenspace and the catchment it serves. Thus N2:1 sites, while serving an essential function in their immediate locality, permit only a small range of activities for users within the catchment area. Accordingly it is the N2:2 and N2:3 sites which must meet the wider objectives for larger catchment areas including the recreational needs of older children and adults,

b. greenspaces at higher levels in the hierarchy may also fulfil the functions of lower order greenspaces for the local community,

c. reflecting this multi-functionality, the size of neighbourhood/district parks and major city parks are such, so as to accommodate playing fields, greens and courts as well as informal recreation and amenity greenspace,

d. in some circumstances proximity to a LNA will also fulfil N2.1 and N2.2 functions; where LNAs coincide with greenspace they have

been shown on the Proposals Map as N1,

e. the City Council recognises that the hierarchy of greenspace presents challenges for particular areas; built environment constraints may mean an imaginative variety of size, shapes and designs to fit local circumstances is required. To that end, size, design and quality are components of greenspace which can be addressed with different weight, and

f. similarly, development, such as non-family housing, may have different needs and require different types of greenspace provision.

5.2.13 Policy N2 thus defines a hierarchy of greenspaces, each with a minimum target level of provision accessible to a catchment area. These targets reflect distances commonly travelled to use different types of greenspace as revealed by various national researches. It is for this reason that the NPFA standards are not suitable for Leeds. The Council's approach is more sophisticated in that it addresses accessibility to, and usage of greenspace. Nevertheless the Council's approach amounts to approximately 2.5 hectares of greenspace per 1000 population compared to 2.43 hectares per 1000 population under NPFA standards. Areas for particular types of use are identified, from the local informal amenity spaces, through small local recreational areas, providing for wider activities for older children and adults, and neighbourhood parks, to the major parks serving the City as a whole.

N2: SUPPORT WILL BE GIVEN TO THE ESTABLISHMENT OF A HIERARCHY OF GREENSPACES ACCESSIBLE TO RESIDENTIAL AREAS, SERVING THE FOLLOWING FUNCTIONS AND WITH THE ASSOCIATED MINIMUM TARGETS FOR PROVISION

1. LOCAL AMENITY SPACE –
FOR IMMEDIATE LOCAL NEEDS, INCLUDING FORMAL CHILDREN'S PLAY AREAS AND INFORMAL AMENITY SPACE WITHIN OR ADJACENT TO HOUSING:
0.2 HA PER 50 DWELLINGS

2. LOCAL RECREATIONAL AREAS –
PROVIDING FOR LOCAL INFORMAL RECREATIONAL NEEDS OF OLDER CHILDREN AND ADULTS:
2.8 HA WITHIN 400M

3. NEIGHBOURHOOD/DISTRICT PARKS –
PROVIDING FOR A COMMUNITY AS A WHOLE, INCLUDING FORMAL EQUIPPED PLAYGROUNDS, PLAYING PITCHES, COURTS AND GREENS:

12 HA WITHIN 800M

4. MAJOR CITY PARKS –
PROVIDING FOR THE CITY AS A WHOLE, INCLUDING FORMAL EQUIPPED PLAYGROUNDS, PLAYING PITCHES, COURTS AND GREENS:
SUPPORT FOR ADDITIONAL PROVISION WHEREVER POSSIBLE.

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ii. Action to provide more Greenspace

5.2.14 The tightly built-up character of the City and the limited scale of replacement of building stock represent major constraints on the scope to provide additional physical space within or adjoining communities. In these circumstances, every opportunity for the creation of new greenspace needs to be maximised, both through provision within development proposals and by direct action by the City Council and other agencies. Action in both cases needs to give priority to the areas most deficient in provision.

Priority Areas for the improvement of provision

5.2.15 Survey work and analysis undertaken by the Department of Planning has identified a number of areas lacking in greenspace in both quantitative and qualitative terms where priority should be given in efforts to improve provision. These areas, identified on the Proposals Map, suffer inadequate access to greenspace, and pressure on the limited existing greenspace is considerable, given the densely populated nature of these largely inner main urban area communities. Opportunities to improve existing play spaces and parks and to identify other sites for formal and informal recreation and amenity within walking distance [up to about 800m] of home will be taken as they arise.

N3: PRIORITY WILL BE GIVEN TO IMPROVING GREENSPACE PROVISION WITHIN THE PRIORITY RESIDENTIAL AREAS IDENTIFIED ON THE PROPOSALS MAP, OR IN LOCATIONS READILY ACCESSIBLE ON FOOT TO THOSE RESIDING IN THOSE AREAS.

Provision within new development schemes

5.2.16 Proposals for new development should assist in supporting the establishment of the hierarchy of greenspaces identified in Policy N2. Proposals should take account of the type of households likely to reside in

the development, which in most cases will require as a minimum a standard of 0.2 ha per 50 dwellings for local amenity space as described in Policy N2. Where no one under 18 is expected to live there a lower standard may be acceptable. Where the existing quantity or quality of greenspace in other levels of the hierarchy set out in Policy N2 falls below the accessibility thresholds, the City Council will seek from developers, through planning obligations, additional land or commuted payments to acquire greenspace or to improve existing space to serve the needs of residents of the new development. On larger sites greenspace at other levels of the hierarchy may be provided on-site as an integral part of the development. Payments may also be sought to secure the maintenance of spaces which would serve principally those residents.

N4: IN CONSIDERING RESIDENTIAL DEVELOPMENT PROPOSALS, PROVISION OF GREENSPACE WILL BE REQUIRED TO ENSURE THAT APPROPRIATE ACCESS TO THE HIERARCHY OF SPACES IDENTIFIED IN POLICY N2 IS AVAILABLE TO RESIDENTS OF THE PROPOSED DEVELOPMENT:

i. local amenity space:

RESIDENTIAL DEVELOPMENT PROPOSALS SHOULD ACHIEVE THE MINIMUM STANDARDS OF PROVISION OF SAFE, SECURE AND USABLE GREENSPACE ON-SITE IDENTIFIED IN POLICY N2.1: 0.2 HA PER 50 DWELLINGS, OR IN THE CASE OF OUTLINE APPLICATIONS WHERE THE NUMBER OF DWELLINGS IS NOT SPECIFIED, 10% OF THE TOTAL SITE AREA. A LOWER PROPORTION OF GREENSPACE MAY BE ACCEPTABLE IN DEVELOPMENTS DESIGNED TO BE UNSUITABLE FOR THOSE UNDER 18. ON LARGER DEVELOPMENTS OTHER LEVELS WITHIN THE HIERARCHY WILL BE SOUGHT.

ii. local recreation areas:

THE COUNCIL MAY SEEK PLANNING OBLIGATIONS TO SECURE ADDITIONAL OR IMPROVED GREENSPACE ON-SITE, OR WITHIN THE LOCALITY, IN ORDER TO ADDRESS THE NEEDS OF RESIDENTS OF THE PROPOSED DEVELOPMENT. THIS MAY BE BY DIRECT PROVISION OF LAND OR BY COMMUTED PAYMENTS. OBLIGATIONS ARE MOST LIKELY TO BE SOUGHT WHERE NO GREENSPACE PROTECTED UNDER POLICY N1 IS ACCESSIBLE TO THE SITE WITHIN THE DISTANCES IDENTIFIED IN POLICY N2 OR WHERE GREENSPACE IN THE LOCALITY IS OF

POOR QUALITY THROUGH ABSENCE OF FACILITIES OR OVER-USE. THE COUNCIL MAY ALSO SEEK PLANNING OBLIGATIONS FOR THE MAINTENANCE OF SUCH GREENSPACE WHERE THE SPACE IS PRINCIPALLY OF BENEFIT TO RESIDENTS OF THE NEW DEVELOPMENT.

iii. neighbourhood/district parks:

N4ii WILL APPLY BUT OBLIGATIONS WILL NOT BE SOUGHT REGARDING MAINTENANCE, EXCEPT WHERE A DEVELOPMENT IS OF A SIZE TO JUSTIFY THE ON-SITE PROVISION OF N2.3 GREENSPACE.

5.2.17 Provision of local amenity space on the development site itself is required by Policy N4.i. The design of the space will need to reflect the nature of the development: for example provision of children's play areas (with equipment) may be essential within proposed family housing developments, but the requirement may relate more to the need for informal spaces in other types of scheme. Guidance on these aspects will be available from the City Council's Departments of Planning and Environment and Leisure Services. In any case, the space provided must be properly laid out usable and safe space, as distinct from any purely visual landscaping required as part of the scheme. Provision of 0.2 ha of greenspace per 50 dwellings is the identified minimum standard, to be applied pro rata to all schemes. In considering outline applications, where the number of dwellings is not known, 10% of the total site area is the minimum greenspace provision (i.e. at an average density of 25 dwellings/hectare, 50 dwellings equals 2 ha, 10% of which would equal 0.2 ha). For schemes below 50 dwellings, provision will need to be considered on its merits. On smaller sites where open areas may lead to amenity problems, a contribution may instead be sought to provide safe and secure provision close by, perhaps via additional or improvements to nearby or adjacent greenspace.

5.2.18 Guidance on the level of contribution which may be sought will be available from the City Council, as a basis for negotiation. Contributions will need to take into account the amount of Greenspace required to address the needs of residents of the development, together with the costs of acquisition, laying out and, where reasonable, maintenance of the space.

5.2.19 Contributions made through planning obligations will be used by the Council, within a period to be agreed with the developer, solely for the acquisition, laying out and maintenance of land located within the relevant distances set out in Policy N2 [or as close thereto as the parties agree is feasible], or the improvement of existing Greenspace for public use by

residents of the development. Whilst the Council's capital programme will be the usual vehicle for achieving this, payments for Greenspace to meet the needs of specific developments will be identified separately and used only for the direct needs of that development.

Direct action to improve and provide more greenspace

5.2.20 The scope to enhance provision through development schemes is clearly limited to where and when proposals are made, and will largely be concerned with meeting the specific needs of the residents of the scheme. Beyond these contributions, a pro-active approach needs to be taken to supplementing and upgrading greenspace, giving priority to improving provision in those areas clearly deficient in facilities defined under Policy N3. The City Council is keen to ensure that both the quantity and quality of greenspace provision is improved, and as a consequence has taken positive action through initiating a Greenspace and Playing Fields Capital Programme for acquiring, laying out, and upgrading greenspaces and playing fields (the latter considered below), which will be the subject of regular monitoring and review:

N5: THE CITY COUNCIL WILL SEEK BOTH ITSELF AND IN PARTNERSHIP WITH OTHER AGENCIES TO IMPROVE THE QUANTITY AND QUALITY OF GREENSPACE PROVISION THROUGH A PHASED PROGRAMME FOR THE ACQUISITION AND LAYING OUT OF NEW GREENSPACES, OUTDOOR RECREATION FACILITIES AND FOOTPATHS, AND THE EXTENSION OF EXISTING GREENSPACES.

5.2.21 The City Council has previously identified sites for the laying out of new greenspaces in existing local plans. Those proposals not yet implemented are identified in Appendices 14-24 in Volume 2. They are included within the areas identified under Policy N1, and the proposals remain relevant in the context of the UDP. These sites and others are identified on the Proposals Map, and following the principle of Policy N5, will be supplemented whenever possible during the Plan period through the review of the City Council's Greenspace and Playing Fields Capital Programme. A particular priority in the Programme will concern maximising any opportunities which may arise to improve or upgrade provision in locations accessible to the priority areas defined in Policy N3.

PLAYING FIELDS

5.2.22 Playing fields, pitches, courts and greens perform a special function for formal outdoor sport and recreation, allied to that of greenspace. Where the public has full access to a playing field (for example within a park), the

playing field has been included within the protected greenspace designation (Policy N1) on the Proposals Map. Elsewhere, playing pitches without full public informal access, including private playing fields, have been identified with a separate notation as Protected Playing Fields on the Proposals Map. The discussion in this section covers both categories of playing field. Where playing fields fall within the Green Belt they are also designated, but Green Belt Policies would prevail. Research by the Departments of Planning and Leisure Services has indicated that there is overall considerable unmet demand for playing fields within the District, and that in some instances pitches are suffering from over-use. This work indicated also that the majority of existing pitches serve the needs of communities and clubs in the immediate locality, and that in some instances grouped pitches perform a city-wide function in making up for short-falls elsewhere. For comparison, the District as a whole was also found to be substantially deficient in playing field provision when compared to the National Playing Fields Association's minimum standard of 1.8 ha per 1,000 population.

5.2.23 In these circumstances, reflecting both the nature of demand and the existing level of provision, the UDP's approach is two-fold: most playing field facilities should be retained (Policies N1 and N6), and new provision should be encouraged (Policy N7A & B).

5.2.24 In some instances it may be appropriate to secure an overall improvement in pitch quality and provision through more effective layout or enhancement of existing pitches, or the relocation of facilities elsewhere. The relocation of playing fields and facilities from their present location will need to be clearly justified, and demonstrated to be not detrimental to pitch users. As a consequence relocated pitches will need to be accessible and well related to pitch demand. Any relocations will also need to take into account local deficiencies, against the overall aim to rectify any shortfalls in the surrounding areas, and against the background of the city-wide provision. The economics of pitch management and maintenance must also be borne in mind. In some situations development of grouped pitches could be the best solution, as part of an overall strategy. In pursuing this objective, the City Council will take a proactive approach in developing its strategy for provision, reflected in its Greenspace and Playing Fields Capital Programme (para 5.2.21 above). In parts of the District where there is a serious shortfall of pitch provision within easy access, planning obligations will be sought to secure appropriate relocated facilities, and to ensure provision prior to commencement of development on the existing site.

N6: DEVELOPMENT OF PLAYING PITCHES WILL NOT BE PERMITTED UNLESS:

i. THERE IS A DEMONSTRABLE NET GAIN TO OVERALL PITCH QUALITY AND PROVISION BY PART REDEVELOPMENT OF A SITE OR SUITABLE RELOCATION WITHIN THE SAME LOCALITY OF THE CITY, CONSISTENT WITH THE SITE'S FUNCTIONS; OR

ii. THERE IS NO SHORTAGE OF PITCHES IN AN AREA IN RELATION TO PITCH DEMAND LOCALLY, IN THE CONTEXT OF THE CITY'S NEEDS, AND CITY WIDE, AND DEVELOPMENT WOULD NOT CONFLICT WITH UDP POLICIES CONCERNING PROTECTION OF THE GREEN BELT, PROTECTION AND ENHANCEMENT OF GREENSPACE AND PROVISION OF ADDITIONAL GREENSPACE, URBAN GREEN CORRIDORS AND OTHER OPEN LAND (POLICIES N1 TO N5 INCLUSIVE, N8 TO N11 INCLUSIVE AND N32).

N7A: PROVISION OF NEW PLAYING PITCHES AND MORE EFFECTIVE LAYOUT OR ENHANCEMENT OF EXISTING PITCHES WILL BE SUPPORTED IN AREAS WHERE THERE IS A RECOGNISED SHORTFALL, AND THE COUNCIL WILL SEEK TO SECURE SUCH PROVISION, WHERE APPROPRIATE, THROUGH THE USE OF PLANNING OBLIGATIONS.

N7B: WHERE NECESSARY THE CITY COUNCIL WILL PURSUE OPPORTUNITIES WHICH ADDRESS DEFICIENCIES IN PLAYING PITCH PROVISION, THROUGH ITS OWN PROGRAMME OF PROVISION AND THROUGH THE USE OF PLANNING OBLIGATIONS, TO LAY OUT PITCHES AND FACILITIES (AND WHERE APPROPRIATE, COMPLEXES OF GROUPED PITCHES IN STRATEGIC LOCATIONS).

URBAN GREEN CORRIDORS

5.2.25 Urban Green Corridors link the main built up area to the countryside. They comprise a network of existing Greenspaces and other land. Their main

function is to safeguard and improve public accessibility between the main built up area and the countryside. They also serve to promote the viability of wildlife in urban areas and include land where visual amenity should be enhanced and where conflict between use, access and appearance needs to be resolved.

5.2.26 Many of these spaces and routes exist at present but the creation of some links will depend on development opportunities. In areas where the chain of greenspace is broken by areas of built development or private open land, the Council will seek to achieve provision for one or more of the corridor functions when any planning proposal is put forward. Achievement of this aim will be particularly important in the priority areas for greenspace identified on the Proposals Map under Policy N3, and elsewhere where a shortfall in local amenity or recreation areas as defined in Policy N2 can be demonstrated. Conditions will be applied, where necessary, or planning obligations may be sought where appropriate to secure these aims. The City Council will also support the enhancement of existing corridor functions through environmental improvements and site management initiatives.

5.2.27 The strategic network of urban green corridors is identified on the Proposals Map and illustrated on Diagram 1 overleaf.

N8: THE STRATEGIC NETWORK OF URBAN GREEN CORRIDORS LINKS THE MAIN URBAN AREA WITH THE COUNTRYSIDE. THESE CORRIDORS PROVIDE OR HAVE THE POTENTIAL TO PROVIDE FOR INFORMAL RECREATION AND ALSO CONTRIBUTE TO VISUAL AMENITY AND NATURE CONSERVATION. WITHIN THESE CORRIDORS, DEVELOPMENT PROPOSALS SHOULD ENSURE THAT:

i. ANY EXISTING CORRIDOR FUNCTION OF THE LAND IS RETAINED, ENHANCED OR REPLACED; AND

ii. WHERE THERE IS POTENTIAL TO CREATE A LINK BETWEEN EXISTING GREENSPACES, PROVISION IS MADE FOR ONE OR MORE CORRIDOR FUNCTION.

5.2.28 These corridors represent identifiable green wedges and linear routes (often focused upon valleys) which currently link (or have potential to link) the main urban area of Leeds to the countryside. These areas are vital in providing opportunities for informal recreation for local walking, in providing through routes for pedestrians and, as appropriate, horse riders and cyclists, and for nature conservation, being in many cases important wildlife corridors. Urban Green Corridors are important also as "green lungs", contributing to the amenity and general quality of life of an area.

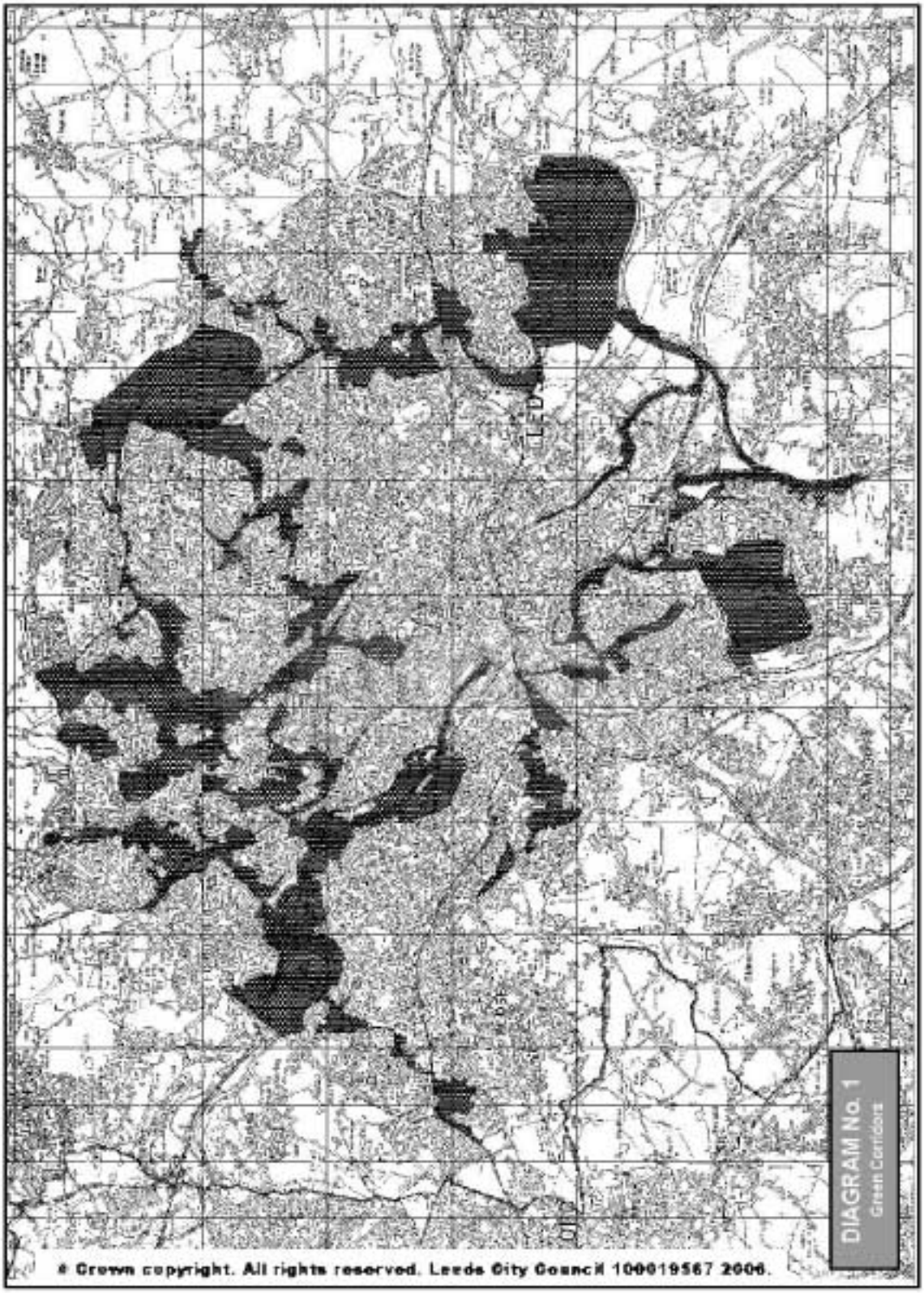
DIAGRAM No. 1
Green Corridors
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5.2.29 An integral aspect of this strategic approach is the need to reconcile conflicts between the users and the functions of Urban Green Corridors. Many current and proposed environmental improvement schemes and initiatives are important in this respect, including the Countryside Strategy, Woodlands Strategy (Forest of Leeds), Kirkstall Valley Park Management Area and the South Leeds Heritage Trail. Existing initiatives are therefore already committed towards protecting and enhancing the Green Corridors network. The UDP provides the strategic context for land use and management policies in these areas.

5.2.30 The Urban Green Corridors identified on the Proposals Map include both existing and potential links where they form part of a strategic network. Within the areas which have a potential (rather than existing) corridor function, links can be established through specific development allocations made in the UDP, and in general within many types of development otherwise advanced in the defined corridor. Through the use of conditions on planning permission and planning obligations (and planning briefs where appropriate), opportunities will be sought for development proposals to contribute to the connection of existing or proposed Urban Green Corridor links. This approach should not only safeguard the operation of the strategic corridor network but also enhance the setting of the development proposal.

Other corridor functions

5.2.31 The strategic network of Urban Green Corridors identified on the Proposals Map focuses upon the main urban area of Leeds. This technique has been adopted in order to secure a strategic approach towards Urban Green Corridors in areas where considerable pressures tend to erode existing linkages, and in contrast where opportunities exist to enhance and extend the network. It should also be recognised that many other places serve to provide a corridor function, on a less `strategic' basis. A fine grained network exists in many areas, providing important local visual breaks, wildlife habitats, and informal recreational routes and facilities. This can include linear features such as streams, railway routes, major roads, hedgerows, footpaths and bridleways, along with concentrations of urban green space, allotments, playing fields and cemeteries. Within these areas, features such as trees, flora and water make important contributions to their visual character and value to wildlife and local residents. Outside the strategic Urban Green Corridors, this local corridor function must also be protected and supported:

N9: ALL DEVELOPMENT PROPOSALS SHOULD RESPECT AND WHERE POSSIBLE ENHANCE THE INTRINSIC VALUE OF LAND IN FULFILLING A CORRIDOR FUNCTION IN TERMS OF ACCESS, RECREATION, NATURE CONSERVATION AND VISUAL AMENITY.

5.2.32 Whether related to Green Corridors or not, public rights of way provide important pedestrian links between urban and rural areas, which must be maintained (and where possible enhanced) when proposals for development are considered. Diversions using estate roads will be discouraged, as will narrow paths between high fences which pay insufficient regard to public amenity and safety.

Preference will be given to the formation of corridors providing through routes within developments:

N10: DEVELOPMENT WILL NOT BE PERMITTED WHICH ADVERSELY AFFECTS A PUBLIC RIGHT OF WAY UNLESS AN ALTERNATIVE IS PROVIDED WHICH MAINTAINS THE CONVENIENCE, SAFETY AND VISUAL AMENITY OFFERED BY THE ORIGINAL RIGHT OF WAY.

OTHER OPEN LAND IN BUILT UP AREAS

5.2.33 In addition to green corridors and greenspaces, there are a number of large tracts of open land in the urban areas which represent a major **visual amenity**. These areas will be protected from development which would intrude harmfully in important public views of them or which would otherwise adversely affect their contribution to public amenity. The Area statements in Volume 1 describe these areas and the Site Statement Appendices in Volume 2 identify the Local Plan policies which have been carried forward for those N11 areas protected in adopted Local Plans.

N11: ON THE FOLLOWING TRACTS OF OPEN LAND, ONLY OPEN USES WILL BE PERMITTED. BUILDING WILL ONLY BE ALLOWED IF IT CAN BE SHOWN THAT IT IS NECESSARY FOR THE OPERATION OF FARMING OR RECREATIONAL USES, AND IF IT WOULD NOT ADVERSELY AFFECT THE OPEN CHARACTER OF THE AREA:

1. **OWLCOTES HILL, PUDSEY**
2. **COAL HILL, RODLEY**
3. **HAIGH WOOD, WEST ARDSLEY**
4. **OUTER RING ROAD, WEETWOOD**
5. **OUTER RING ROAD, MOORTOWN**
7. **KIRKSTALL VALLEY**
8. **MEANWOOD VALLEY**

5.3 URBAN ENVIRONMENT

Urban design

5.3.1 The vast majority of people who live and work in Leeds do so in an urban environment. Their quality of life depends heavily on the quality of this environment. Leeds must have a good environment if it is to continue to be successful economically and if it is to achieve its objective of becoming a major European city.

5.3.2 This urban environment varies enormously in quality and character and includes, for example, the City Centre, market towns, mining towns, leafy suburbs, older industrial areas, rural villages and modern industrial estates. The environment is subject to gradual change and expansion as it renews itself and adapts to meet the needs of a changing society. Some changes will be undertaken directly by public bodies such as the City Council acting in a concerted manner in the general public interest. Most changes, however, will be carried out by individuals to meet their own particular needs.

5.3.3 This UDP is the place to set out an urban design framework, without undue prescription, in managing change in a positive way and enhancing the environment for the benefit of all its users. Lack of clarity over the Council's design expectations among developers and agents has led in recent years to the production of "safe" designs. The Council wishes to raise the standard of design and uplift the appearance of the District. Accordingly the UDP in this Chapter and Chapter 13 on the City Centre makes explicit the design framework and invites applicants to bring forward innovative and imaginative schemes. This represents a new challenge in which all can play a part. In order to assist the process the Council intends to set up an advisory Design Forum to obtain the views and advice of a wide range of individuals and organisations from the private, public and voluntary sectors, and provide for a continuing debate about architectural standards.

5.3.4 The broad guiding principles which apply across the District aim to ensure that:

(i) the best existing buildings are retained and adapted wherever possible; new buildings should be of good intrinsic design and should express the needs of the new development whilst complementing adjacent buildings and spaces.

(ii) development should create a variety of linked spaces that are both functional and attractive and which are defined by buildings and major landscape elements.

(iii) new buildings and spaces should respect the general character and scale of the existing urban fabric and townscape.

(iv) there is a network of safe and attractive pedestrian and cycle routes throughout the urban area. This will help people without access to a car, encourage others to leave their car behind, and allow easier enjoyment of the best of our urban areas.

(v) in the larger urban areas the townscape should include visual reference points to help people find their way around; these include landmarks, visual corridors, and changes of character as well as adequate signs.

(vi) buildings should be designed for a long and adaptable life so as to avoid the problems of inflexibility and early obsolescence.

(vii) the urban environment is as visually attractive as possible by the use of high quality hard and soft landscaping, good quality building materials, good detailing and decoration, the imaginative use of colour, good signage, appropriate lighting and the introduction of public art which will enrich our environment.

(viii) changes to the street scene and its individual buildings should facilitate access for people with restricted mobility, including those using or pushing wheelchairs, prams and pushchairs and those with impaired sight and hearing.

(ix) site layouts and building design should aim to minimise the potential for crime.

5.3.5 In order to achieve these aims the City Council in considering all development proposals will seek to ensure that:

N12: PROPOSALS FOR DEVELOPMENT SHOULD RESPECT THE FOLLOWING FUNDAMENTAL PRIORITIES FOR URBAN DESIGN:

i. SPACES BETWEEN BUILDINGS ARE OF CONSIDERABLE IMPORTANCE. DEVELOPMENT SHOULD CREATE A SERIES OF LINKED AND VARIED SPACES THAT ARE DEFINED BY BUILDINGS AND LANDSCAPE ELEMENTS;

ii. THE BEST BUILDINGS OF THE PAST SHOULD BE RETAINED. NEW BUILDINGS SHOULD BE OF GOOD DESIGN IN THEIR OWN RIGHT AS WELL AS GOOD NEIGHBOURS;

iii. NEW DEVELOPMENTS SHOULD RESPECT THE CHARACTER AND SCALE OF BUILDINGS AND THE ROUTES THAT CONNECT THEM;

iv. MOVEMENT ON FOOT AND ON BICYCLE SHOULD BE ENCOURAGED.

v. DEVELOPMENTS SHOULD ASSIST PEOPLE TO FIND THEIR WAY AROUND WITH EASE;

vi. DEVELOPMENTS SHOULD, WHERE POSSIBLE, BE ADAPTABLE FOR OTHER FUTURE USES;

vii. DESIGN AND INCLUSION OF FACILITIES SHOULD REFLECT THE NEEDS OF ELDERLY PEOPLE AND OF PEOPLE WITH DISABILITIES AND RESTRICTED MOBILITY;

viii. VISUAL INTEREST SHOULD BE ENCOURAGED THROUGHOUT.

ix. DEVELOPMENT SHOULD BE DESIGNED SO AS TO REDUCE THE RISK OF CRIME.

Building Design

5.3.6 The appearance of new buildings can play a major part in the overall character and quality of an area and they can also do much to shape the image of the city. Good design of buildings is therefore extremely important.

5.3.7 There is no simple definition of what constitutes good design. The best buildings are only ever produced by designers of real ability. Good design should always satisfy the following basic policy:

N13: THE DESIGN OF ALL NEW BUILDINGS SHOULD BE OF HIGH QUALITY AND HAVE REGARD TO THE CHARACTER AND APPEARANCE OF THEIR SURROUNDINGS. GOOD CONTEMPORARY DESIGN WHICH IS SYMPATHETIC OR COMPLEMENTARY TO ITS SETTING WILL BE WELCOMED.

5.3.8 **Appendix 3 in Volume 2** provides more detailed guidance which amplifies these principles. In essence, development should be:

(i) **visually attractive**. This derives from the scale and form of the building and the rhythm of the different elements, also the materials and the way they are detailed and the care with which they have been put together. It is particularly important to achieve visual interest at street level for the benefit of the pedestrian;

(ii) **contemporary**. The City Council does not wish to be prescriptive

about architectural style but it will encourage designs which are modern and forward looking in accordance with the image it wishes to project for the city. The interpretation of this will differ according to the location and will need special care in Conservation Areas and on prominent sites;

(iii) **appropriate to its location**. Some locations are very sensitive and require new neighbours that do not demand a lot of attention, of which conservation areas and the setting of listed buildings are examples. Elsewhere in locations where the environment is visually dull or if there is no context of neighbouring buildings then more assertive designs may be appropriate. Buildings of different scales to their neighbours, particularly greatly increased heights, together with materials of different colours to their surroundings, are the two principal ways in which buildings may become overly assertive. In some areas, the character is influenced by the ethnic and cultural backgrounds of the different groups living within that area. Where appropriate, this could be expressed in the design of buildings.

Building Conservation

5.3.9 It is important to retain and carefully conserve the best buildings from the past with each age or period being represented. This provides a sense of historical continuity and also enriches the urban character. These buildings are identified by the City Council and English Heritage and statutorily protected by the Departments of Culture, Media and Sport and of the Environment. This protection applies both internally and externally. The task of exercising the controls which protect "listed" buildings is carried out largely by the City Council. Attention is drawn to the considerations set out in paragraphs 3.16 to 3.19 of PPG15 regarding the total or substantial demolition of listed buildings. The following Policies will apply, and **Appendix 3 in Volume 2** again provides more detailed guidance:

N14: THERE WILL BE A PRESUMPTION IN FAVOUR OF THE PRESERVATION OF LISTED BUILDINGS. CONSENT FOR THE DEMOLITION OR SUBSTANTIAL DEMOLITION OF A LISTED BUILDING WILL BE PERMITTED ONLY IN EXCEPTIONAL CIRCUMSTANCES AND WITH THE STRONGEST JUSTIFICATION.

N15: WHERE THE ORIGINAL USE OF A LISTED BUILDING IS NO LONGER REQUIRED, PROPOSALS FOR A CHANGE OF USE WILL BE FAVOURABLY CONSIDERED PROVIDING THAT THE NEW AND ADAPTED USE DOES NOT DIMINISH THE SPECIAL ARCHITECTURAL OR HISTORIC VALUE OF THE BUILDING AND ITS SETTING. THE IMPLICATIONS OF THE WORKS NECESSARY TO COMPLY WITH THE OTHER STATUTORY REQUIREMENTS WILL BE TAKEN INTO ACCOUNT IN DETERMINING APPLICATIONS FOR CHANGE OF USE.

N16: EXTENSIONS TO LISTED BUILDINGS WILL BE ACCEPTED ONLY WHERE THEY RELATE SENSITIVELY TO THE ORIGINAL BUILDINGS. IN ALL ASPECTS OF THEIR DESIGN, LOCATION, MASS AND MATERIALS, THEY SHOULD BE SUBSERVIENT TO THE ORIGINAL BUILDING.

N17: WHEREVER POSSIBLE, EXISTING DETAILING AND ALL FEATURES, INCLUDING INTERNAL FEATURES, WHICH CONTRIBUTE TO THE CHARACTER OF THE LISTED BUILDING SHOULD BE PRESERVED, REPAIRED OR IF MISSING REPLACED. TO THE EXTENT THAT THE ORIGINAL PLAN FORM IS INTACT, THAT PLAN SHOULD BE PRESERVED WHERE IT CONTRIBUTES TO THE SPECIAL CHARACTER AND APPEARANCE OF THE BUILDING.

5.3.10 Some parts of the city are fortunate in having areas whose character and appearance is of a particularly high quality. These are identified by the City Council, following public consultation, by designation as Conservation Areas. The Conservation Areas are listed in Appendix 3 in Volume 2, and their location shown on the Proposals Map. This designation also affords a greater measure of protection to these areas as a result of additional planning powers. The additional planning powers that apply in all Conservation Areas:

- require notice to be given of the intention to carry out work to most trees, and
- restrict some permitted development rights.

In specified Conservation Areas where circumstances justify it and after public consultation, the Council promotes the making of Directions under Article 4(1) and 4(2) for the selective removal of further rights of development otherwise permitted under the T&CP (GPDO). The City Council aims to preserve or enhance the character and appearance of these Conservation Areas through the control of development and through proposals for enhancement. The boundaries of existing Conservation Areas are subject to review and the Council does consider the designation of further Conservation areas as is thought appropriate. Detailed policies are included in Appendix 3 in Volume 2, but the main principles are defined in the following Policies:

N18A: THERE WILL BE A PRESUMPTION AGAINST ANY DEMOLITION OF A BUILDING OR PARTS OF A BUILDING WHICH MAKES A POSITIVE CONTRIBUTION TO THE CHARACTER AND APPEARANCE OF A CONSERVATION AREA

N18B: IN A CONSERVATION AREA, CONSENT FOR DEMOLITION WILL NOT BE GIVEN UNLESS DETAILED PLANS FOR REDEVELOPMENT OF THE SITE HAVE BEEN APPROVED. SUCH A PERMISSION WILL BE SUBJECT TO THE CONDITION THAT DEMOLITION SHALL NOT TAKE PLACE UNTIL A CONTRACT FOR AN APPROVED SCHEME OF REDEVELOPMENT HAS BEEN LET.

N19: ALL NEW BUILDINGS AND EXTENSIONS WITHIN OR ADJACENT TO CONSERVATION AREAS SHOULD PRESERVE OR ENHANCE THE CHARACTER OR APPEARANCE OF THE AREA BY ENSURING THAT:

i. THE SITING AND SCALE OF THE BUILDING IS IN HARMONY WITH THE ADJOINING BUILDINGS AND THE AREA AS A WHOLE;

ii. DETAILED DESIGN OF THE BUILDINGS, INCLUDING THE ROOFSCAPE IS SUCH THAT THE PROPORTIONS OF THE PARTS RELATE TO EACH OTHER AND TO ADJOINING BUILDINGS;

iii. THE MATERIALS USED ARE APPROPRIATE TO THE

AREA AND SYMPATHETIC TO ADJOINING BUILDINGS. WHERE A LOCAL MATERIALS POLICY EXISTS, THIS SHOULD BE COMPLIED WITH;

iv. CAREFUL ATTENTION IS GIVEN TO THE DESIGN AND QUALITY OF BOUNDARY AND LANDSCAPE TREATMENT.

N20: DEMOLITION OR REMOVAL OF OTHER FEATURES WHICH CONTRIBUTE TO THE CHARACTER OF THE CONSERVATION AREA AND WHICH ARE SUBJECT TO PLANNING CONTROL, SUCH AS TREES, BOUNDARY WALLS OR RAILINGS, WILL BE RESISTED.

N22: THE SPECIAL ARCHITECTURAL OR HISTORIC INTEREST OF EACH CONSERVATION AREA WILL BE ASSESSED, DEFINED AND RECORDED AS RESOURCES PERMIT. THIS STATEMENT WILL INFORM BOTH DEVELOPMENT CONTROL DECISIONS AND ANY PROPOSALS FOR THE PRESERVATION OR ENHANCEMENT OF A CONSERVATION AREA. THE PUBLIC WILL BE FULLY CONSULTED ON ANY SUCH PROPOSALS.

Landscape Design

5.3.11 The design of external spaces in association with new built development should be regarded as an integral part of the design process for all but the smallest developments. Well landscaped sites can provide several benefits, including a setting for buildings, attractive spaces for a range of activities, screening of unattractive areas, the visual assimilation of developments into the landscape, and a contribution to the visual amenity of the locality. New developments should, wherever possible, retain and enhance natural and man-made features which make a positive visual contribution. Such features include walls, trees, hedges and ponds.

5.3.12 Early submission of landscape schemes enables agreement to be reached with the developer on the level and quality of landscaping, thus avoiding later misunderstanding. Where a full planning application is to be made, landscaping proposals should either be included with other details of the proposal or an advanced illustrative scheme should be submitted for the whole development. The latter should then be followed by detailed proposals, which for larger proposals may be for each phase.

In suitable circumstances, a phased implementation of a landscaping scheme may also be appropriate. Where outline planning permission is being sought it may, in a few special cases, be impossible for the Council to judge the impact of the proposals without submission of landscaping details. This will apply for example to some proposals in Conservation Areas. Where full permission is being sought on the basis of an illustrative landscape scheme, it will often be necessary to grant consent subject to landscaping conditions on such matters as design, implementation and management.

5.3.13 Where new development abuts the Green Belt or other open land it is particularly important that its siting and design have regard to how it will be seen in the landscape. In many cases this will also require provision of new planting to provide an attractive transition and, at the edge of the Green Belt, to create a readily recognisable and clearly defined boundary if one does not exist already. This transition planting may be acceptable on land outside the development site but immediately adjacent to it, provided that the LPA is satisfied that the applicant has control over the land, that the planting will be retained for the foreseeable future and that the planting on adjacent land would not itself be harmful to the appearance of the nearby open land.

5.3.14 The following policies apply, together with the more detailed policies contained in Appendix 3 Volume 2:

N23: INCIDENTAL OPEN SPACE AROUND NEW BUILT DEVELOPMENT SHOULD BE DESIGNED TO PROVIDE A VISUALLY ATTRACTIVE SETTING FOR THE DEVELOPMENT ITSELF AND, WHERE APPROPRIATE, CONTRIBUTE TO INFORMAL PUBLIC RECREATION AND NATURE CONSERVATION. EXISTING FEATURES WHICH MAKE A POSITIVE VISUAL CONTRIBUTION SHOULD BE RETAINED WHERE POSSIBLE.

N24: WHERE DEVELOPMENT PROPOSALS ABUT THE GREEN BELT, GREEN CORRIDORS OR OTHER OPEN LAND, THEIR ASSIMILATION INTO THE LANDSCAPE MUST BE ACHIEVED AS PART OF THE SCHEME. IF EXISTING LANDSCAPE FEATURES WOULD NOT ACHIEVE THIS, A LANDSCAPING SCHEME WILL BE REQUIRED TO BE IMPLEMENTED WHICH DEALS POSITIVELY WITH THE TRANSITION BETWEEN DEVELOPMENT AND OPEN LAND.

N25: BOUNDARIES OF SITES SHOULD BE DESIGNED IN A POSITIVE MANNER, USING WALLS, HEDGES, OR RAILINGS WHERE APPROPRIATE TO THE CHARACTER OF THE AREA. ALL PAVING MATERIALS SHOULD ACCORD WITH THE CHARACTER OF ADJACENT BUILDINGS AND SURROUNDING AREAS.

N26: WHERE A LANDSCAPE SCHEME WILL BE REQUIRED FOR NEW DEVELOPMENT, AN APPLICATION FOR FULL PLANNING PERMISSION SHOULD BE ACCOMPANIED BY AN ILLUSTRATIVE LANDSCAPE SCHEME OR BY FIRM PROPOSALS FOR THE LANDSCAPING OF THE SITE.

5.3.15 Cleared sites are usually a significant gap in the street scene and an eyesore. This disruption can be tackled by the use of temporary landscaping, particularly at the edge of the site to form a screen. Where no redevelopment proposals are presented, the City Council will press land owners to maintain the site in an attractive and usable greenspace form, and follow the same action itself:

N27: TEMPORARY LANDSCAPING OF VACANT SITES CLEARED PRIOR TO DEVELOPMENT WILL BE ENCOURAGED WHEREVER PRACTICABLE.

Historic Parks and Gardens

5.3.16 Historic Parks and Gardens are increasingly recognised as an important part of the heritage of Leeds District. Several of the most significant sites have been included in the English Heritage "Register of Parks and Gardens of Special Historic Interest." The Register has no statutory power, but Government policy is to encourage the protection of identified sites from new road schemes and new development generally. The Register is under review and further sites are likely to be included. Registered sites are of national importance, but Leeds has many more sites of regional or local importance which should also be protected from harm and enhanced where possible:

N28: HISTORIC PARKS AND GARDENS ON THE ENGLISH HERITAGE REGISTER WILL BE AFFORDED PROTECTION FROM ANY DEVELOPMENT WHICH WOULD MATERIALLY HARM THEIR HISTORIC INTEREST.

A LIST OF HISTORIC PARKS AND GARDENS OF REGIONAL AND LOCAL INTEREST WITHIN LEEDS DISTRICT WILL BE ESTABLISHED AND MAINTAINED IN CONSULTATION WITH EXPERT BODIES. THE HISTORIC INTEREST OF HISTORIC PARKS AND GARDENS ON THIS LIST WILL BE TAKEN FULLY INTO ACCOUNT WHEN ASSESSING DEVELOPMENT PROPOSALS AFFECTING SUCH SITES.

WHERE APPROPRIATE, PROTECTION, RESTORATION AND ENHANCEMENT OF HISTORIC PARKS AND GARDENS WILL BE ENCOURAGED THROUGH RELEVANT PLANNING MEANS, INCLUDING CONSERVATION AREA DESIGNATIONS, TREE PRESERVATION ORDERS AND ARTICLE 4 DIRECTIONS.

Archaeology

5.3.17 Current Government advice contained within PPG16 ("Archaeology and Planning", November 1990) is that every effort should be made to preserve important historic and archaeological sites, regardless of whether or not they are formally scheduled. The Council's policies concerning archaeology are contained in Appendix 4 in Volume 2, and the following general policy will apply:

N29: SITES AND MONUMENTS OF ARCHAEOLOGICAL IMPORTANCE WILL BE PRESERVED AND APPROPRIATE INVESTIGATION WILL BE REQUIRED IN ACCORDANCE WITH THE POLICIES FOR ARCHAEOLOGY IN APPENDIX 4 OF VOLUME 2.

Environmental Improvement

5.3.18 The City Council and other bodies maintain very active environmental improvement programmes, which have been particularly successful in utilising grant assistance from Government and other organisations. The reclamation of derelict land is also a major priority. Current priorities for general environmental improvement work, which are likely to need to

continue throughout the Plan period, are reflected in the following Policy:

N30: PRIORITY FOR ENVIRONMENTAL IMPROVEMENT INITIATIVES IS GIVEN TO THE FOLLOWING:

i. REGENERATION OF THE OLDER URBAN PARTS OF THE DISTRICT, IN PARTICULAR TO IMPROVEMENT OF THE ENVIRONMENT OF HOUSING AREAS AND TRANSPORT CORRIDORS (INCLUDING THE WATERWAYS);

ii. SCHEMES TO PROMOTE COUNTRYSIDE ENHANCEMENT AND NATURE CONSERVATION.

5.3.19 The declared General Improvement Areas (GIAs) and Housing Action Areas (HAAs), designated under the 1969 and 1974 Housing Acts respectively, provided the main focus for a wide variety of environmental improvement works in **older housing areas** throughout the 1970s and 1980s, including private street works, landscaping, traffic management schemes, and the provision of play facilities.

5.3.20 A number of environmental projects in older housing areas were tackled through the former Urban Programme. Rather than comprehensive area-based projects, Urban Programme funds were used to tackle certain issues, for example the conversion of redundant WC yards in back-to-back housing areas to bin storage and drying areas. The Urban Programme was also the main source of funding for areas of new greenspace within inner city housing areas - usually on former clearance sites, for example Bansteads Park, Harehills and Rider Road Park, Woodhouse.

5.3.21 All GIAs and HAAs have now ceased to exist. Some have been incorporated within the non-statutory Urban Renewal Areas. There are currently 10 Urban Renewal Areas; including one Statutory Renewal Area at Burley Lodge within the Hyde Park Urban Renewal Area. URAs aim to foster improvements to both housing stock and environment. A review of these areas is being undertaken to ensure that resources are still being directed into areas of greatest need. There are also several Community Priority Areas where Single Regeneration Budget funding will be focussed. These are:

Belle Isle South
Belle Isle North
Chapeltown & Harehills Urban Area (including Scott Hall)
East Bank
Ebor Gardens
Gipton North
Gipton South

Halton Moor
Harehills and Torres Estate
Hawksworth Wood
Hyde Park/Burley Lodge
Lincoln Green
Little London/Woodhouse
Middleton Estate
Miles Hill/Beckhill/Potternewton
Moor Allerton
Sandfords and Wythers
Seacroft South

5.3.22 Environmental improvement schemes in the **transport 'corridors'** are designed to help improve the visual appearance and `image' of the City, and include a number of related `gateway' projects. The most notable examples, which will continue well into the Plan period, affect the Waterways Corridor and improvements to key rail and road corridors.

5.3.23 Initial work on improving the Waterways Corridor was undertaken within the context of a Leeds Waterways Strategy Report, jointly funded by the City Council, British Waterways and former Leeds Development Corporation, and produced in 1989. It laid particular emphasis on tourism and development opportunities as well as on environmental improvements within a limited stretch of the Waterways Corridor from Armley Industrial Museum through the City Centre Canal Basin to Thwaite Mills. Considerable achievements have already been made including upgrading of towpaths, cleaning of walls and painting of bridges and re-use of the Dark Arches and Canal Basin. A new Waterfront Strategy has been prepared to continue and extend this work (SPG 21, 2002).

5.3.24 The City Council will continue to encourage community involvement, and endorses the principle that the whole of the Waterways Corridor from Apperley Bridge (on the Bradford boundary) to Castleford should be subject of improvement. The Lower Aire Valley Environmental Improvement Strategy published by the City Council helped to provide a strategic context for this lower section.

5.3.25 In considering rail corridor improvements, there is longstanding concern about the depressing impression visitors get of Leeds when approaching the City by rail. Three major lines have been identified for environmental upgrading - Leeds/Wakefield (London), Leeds/Bradford and Leeds/York. To date most progress has been made on the Leeds/Bradford line and funding from the former Urban Programme and the Leeds/Bradford City Action Team (CAT) has been channelled into a number of schemes. Further work is continuing under the Council's Gateways and Corridors Strategy.

5.3.26 A number of minor road corridor improvement schemes have been tackled in recent years - for example planting along Kirkstall Road between the railway viaduct (which was also cleaned) and the City

Centre. However, the work has now been given greater priority by the Leeds Initiative, the City Centre Working Party and the Corridors and Gateways Strategy, which has made improvements to the City's main gateways and principal road corridors a key element in its work programme.

5.3.27 The Leeds Initiative has agreed that its first corridor project will run from the Elland Road M621 roundabout via the Ingram Road Distributor, Armley Gyratory, the Inner Ring Road tunnels, Claypit Lane, the Sheepscar Intersection, and Scott Hall Road to the Potternewton Lane roundabout. It represents a major route into the City from the west - and the Inner Ring Road (A58M) is the busiest section of highway in Yorkshire.

5.3.28 The key factor in the Leeds Initiative approach to corridor improvements is the involvement of the private sector. The development of many of the gateway sites along the corridor will require considerable sponsorship. The Leeds Initiative project will take at least three years to implement, but if successful it could be repeated on other major routes. At the present time no decisions have been taken on future priorities.

5.3.29 Environmental schemes relating to **countryside and urban fringe recreational development and nature conservation** work have an emphasis on a pro-active rather than a management role. Two examples should be of major significance throughout the Plan period: the Forest of Leeds, based initially on Middleton (considered under Policies N41 and N41A below), and environmental projects arising from the Lower Aire Valley Environmental Improvement Strategy (now being progressed by the City Council).

Derelict Land Strategy

5.3.30 Current Government priorities for the reclamation of derelict land which may attract grant assistance fall into three main categories:

a. reclamation for redevelopment within inner urban areas, especially for industrial or commercial redevelopment, whereby derelict land is recycled for the purposes of economic regeneration, and to relieve pressure on greenfield sites;

b. reclamation of coalfield dereliction on sites where British Coal has no restoration obligations;

c. reclamation for environmental improvement with an increasing emphasis on nature conservation.

5.3.31 In this context, irrespective of administrative changes, the priorities are likely to remain as indicated in the following Policy:

N31: PRIORITY FOR RECLAMATION OF DERELICT LAND SHOULD BE GIVEN TO THE FOLLOWING AREAS:

i. COALFIELD DERELICTION IN SOUTH AND EAST LEEDS;

ii. AREAS OF INDUSTRIAL OBSOLESCENCE, ESPECIALLY WHERE LAND IS CONTAMINATED AND WHERE INNER URBAN SITES CAN BE RECYCLED FOR NEW USES;

iii. ENVIRONMENTAL IMPROVEMENT SCHEMES WITH AN EMPHASIS ON NATURE CONSERVATION AND RECREATION, WITH PARTICULAR FOCUS ON THE URBAN FRINGE AND INNER AREA GREENSPACE.

5.3.32 The City Council will work closely with The Coal Authority in progressing reclamation schemes in the former coalfield area, to improve the quality of the environment. A legacy of coalfield dereliction overlies the south and east of the District. Many colliery waste tips are covered by restoration conditions and are the responsibility of The Coal Authority. The Council will continue to negotiate suitable reclamation schemes with The Coal Authority for these sites in appropriate cases.

5.3.33 Within Leeds is a considerable amount of industrial obsolescence, particularly older industrial buildings that are beyond their useful life and lie derelict. Recycling this land through demolition and reclamation for redevelopment is important in providing sites for new and expanding industry and is a part of the Council's economic regeneration strategy. On the fringe of the built up area of Leeds there are some large developed sites within the Green Belt. Those sites where redevelopment and limited infill will be acceptable are specified in Policy GB7.

Contaminated land

5.3.34 Many former industrial sites are contaminated by the processes carried on in the works. Reclamation schemes will tackle this contamination, which is often a complex and costly operation. Emphasis will be given to those sites where particular problems are known to exist. Former uses of land that are recognised as having the potential to cause contamination will form a high priority in the future reclamation programme.

5.3.35 The Environmental Protection Act requires the Council to identify all land within the District which has been subject to contaminating uses, and assess whether significant risks of contamination still exist. There are believed to be 5-6,000 such sites in Leeds. These sites are to be analysed over the next three years.

5.3.36 There is now a greater awareness of the environmental legacy that many former land uses may have left. Landowners and financial institutions are trying to work out how to make allowance in land valuations for the likely cost of site surveys and the possible cost of decontamination.

5.3.37 Most of the land likely to be at risk of contamination probably lies in the older industrial areas of Leeds and its surrounding towns. Contamination from former land-fill sites could be more widespread. The implications of this for the UDP may take two main forms:

(i) a reluctance to redevelop certain sites because of perceived difficulties in funding investigation/reclamation. This could increase development pressure on green-field sites at the expense of inner-city sites;

(ii) pressure from developers in certain cases for the City Council to allow the development of land-uses which may not be compatible with UDP policies but which would yield higher land values and thus help finance site clearance (e.g. shops instead of housing, offices instead of warehousing).

5.3.38 These pressures will have to be dealt with as they arise. The City Council will have to consider the acceptability of alternative land-uses in terms of the overall objectives of the UDP. Such consideration will take account of the environmental priorities expressed in Policies N30 and N31 and the Priority Area Approach embodied in Policies R1 and R2.

5.4 GREEN BELT AND THE DIRECTION OF LONG-TERM DEVELOPMENT

5.4.1 Nationally, Green Belt is one of the best known and most consistently operated planning measures. Green Belt is designated in order to check the unrestricted growth of built-up areas, prevent neighbouring settlements from merging, assist in safeguarding the countryside from encroachment, preserve the setting and special character of historic towns and assist urban regeneration. These purposes were first established by Circulars, re-stated in the West Yorkshire Structure Plan and more recently endorsed by the Strategic Guidance for West Yorkshire. The UDP has the major role of redefining the Leeds Green Belt:

N32: THE AREA SHOWN ON THE PROPOSALS MAP IS DESIGNATED AS GREEN BELT.

5.4.2 The Green Belt designated in the Leeds UDP is a key component of the Plan. It seeks to protect tracts of open and often attractive countryside from inappropriate development, maintain and enhance green corridors between urban areas and the countryside for the purposes of informal recreation, amenity and nature conservation (para. 5.2.28), as well as retain the separate identity and character of existing settlements. The Green Belt defined under Policy N32 is depicted on the Proposals Map as all land falling within the thick, dark green line and washed over with light green. In the circumstances where allocations are made within the Green Belt of Greenspace, Proposed Greenspace and Protected Playing Pitches (allocated under Policies N1, N5 and N6 respectively), these are not washed over for practical map printing reasons. These allocations remain subject to the full range of Green Belt policies in the UDP.

5.4.3 Currently, large areas of the District are covered by Green Belt, designated by a variety of development plans produced from 1960 onwards. These areas were subsequently identified in the West Yorkshire Structure Plan (1980) with the intention that precise Green Belt boundaries would be detailed by Local Plan coverage. This was achieved by a series of Local Plans prepared during the 1980s - although some gaps remained, where Local Plans were not completed prior to the issuing of the UDP Commencement Order in September 1989.

5.4.4 Set against this context, a major task of the UDP is to reaffirm existing Green Belt boundaries where appropriate and to define the extent of new areas of Green Belt, whilst balancing this with the legitimate development needs of the District. In addition, in order to provide the necessary degree of permanence associated with Green Belt designation, it is a function of the UDP to identify land not in Green Belt as Protected Areas of Search for long term development, where there will be a presumption against any development which would prejudice the possibility of longer term development (Policy N34 below).

5.4.5 The redefinition of the Green Belt is thus a basic responsibility of the UDP. Wherever possible, the existing Green Belt boundaries have been confirmed. Minor modifications have been made to remedy anomalies. The significant changes proposed are to provide for necessary development, and direct that development to appropriate locations, considered in the following Chapters of the Plan. In particular, the Government's Strategic Guidance places a requirement to identify a certain amount of land for housing (Policy H1), and also specifically identifies the requirement to review the Green Belt in the context of the need for industrial land. At the widest strategic level, account has been taken of the ever-widening development pressures on the conurbation as a whole.

5.4.6 The Green Belt boundary as defined thus seeks to balance development pressure and requirements with the desire to safeguard the purpose and function of Green Belt, where possible with minimal change to recently adopted areas.

5.4.7 Government guidance is clear about the general principles which should determine appropriate development within the Green Belt. In addition there are many detailed (and problematical) issues raised by proposals for specific types of development within the Green Belt. Additional detailed policies covering these aspects of the control of development in the Green Belt are included as Appendix 5 in Volume 2, and also considered under the policies relating to the Countryside Strategy (Chapter 5.5). Accordingly:

N33: EXCEPT IN VERY SPECIAL CIRCUMSTANCES APPROVAL WILL ONLY BE GIVEN IN THE LEEDS GREEN BELT FOR:

- **CONSTRUCTION OF NEW BUILDINGS FOR PURPOSES OF AGRICULTURE AND FORESTRY; ESSENTIAL FACILITIES FOR OUTDOOR SPORTS AND OUTDOOR RECREATION; ESSENTIAL FACILITIES FOR THE PARK AND RIDE SITES SHOWN ON THE PROPOSALS MAP; AND OTHER USES COMPATIBLE WITH GREEN BELT PURPOSES;**
- **LIMITED EXTENSION, ALTERATION OR REPLACEMENT OF EXISTING DWELLINGS;**
- **LIMITED INFILLING AND REDEVELOPMENT OF IDENTIFIED MAJOR EXISTING DEVELOPED SITES;**
- **LIMITED INFILLING IN VILLAGES AND LIMITED AFFORDABLE HOUSING FOR LOCAL COMMUNITY NEEDS.**
- **RE-USE OF BUILDINGS, WHERE ALL THE DETAILED CRITERIA OF POLICY GB4 ARE SATISFIED;**
- **CHANGE OF USE OF LAND FOR PURPOSES WHICH DO NOT COMPROMISE GREEN BELT OBJECTIVES;**
- **CEMETERIES.**

DEVELOPMENT WITHIN THE GREEN BELT WILL ONLY BE PERMITTED IF IT CONFORMS TO THE DETAILED GREEN BELT POLICIES CONTAINED IN APPENDIX 5 IN VOLUME 2.

Protected Areas of Search for Long Term Development

5.4.8 The Regional Spatial Strategy does not envisage any change to the general extent of Green Belt for the foreseeable future and stresses that

any proposals to replace existing boundaries should be related to a longer term time-scale than other aspects of the Development Plan. The boundaries of the Green Belt around Leeds were defined with the adoption of the UDP in 2001, and have not been changed in the UDP Review.

5.4.9 To ensure the necessary long-term endurance of the Green Belt, definition of its boundaries was accompanied by designation of Protected Areas of Search to provide land for longer-term development needs. Given the emphasis in the UDP on providing for new development within urban areas it is not currently envisaged that there will be a need to use any such safeguarded land during the Review period. However, it is retained both to maintain the permanence of Green Belt boundaries and to provide some flexibility for the City's long-term development. The suitability of the protected sites for development will be comprehensively reviewed as part of the preparation of the Local Development Framework, and in the light of the next Regional Spatial Strategy. Meanwhile, it is intended that no development should be permitted on this land that would prejudice the possibility of longer-term development, and any proposals for such development will be treated as departures from the Plan.

N34: WITHIN THOSE AREAS SHOWN ON THE PROPOSALS MAP UNDER THIS POLICY, DEVELOPMENT WILL BE RESTRICTED TO THAT WHICH IS NECESSARY FOR THE OPERATION OF EXISTING USES TOGETHER WITH SUCH TEMPORARY USES AS WOULD NOT PREJUDICE THE POSSIBILITY OF LONG TERM DEVELOPMENT.

5.4.10 The following sites are protected under Policy N34 as Protected Areas of Search:

1. Breary Lane East, Bramhope
2. Canada Road, Yeadon
3. Haw Lane, Yeadon
4. (deleted)
5. (deleted)
6. (deleted)
7. (deleted)
8. East of Scholes
9. Selby Road, Garforth
10. Pit Lane, New Micklefield
11. (deleted)
12. Moorgate, Kippax
13. Low Moor Farm, Morley
14. Tingley Station
15. Spring Gardens, Drighlington

16. New Lane, East Ardsley
17. Bradford Road, East Ardsley
18. Lane Side Farm, Churwell
19. Owlers Farm, Morley
20. Manor House Farm, Churwell
21. Moseley Bottom, Cookridge
22. Church Lane, Adel
23. West of Pool in Wharfedale
24. Hill Foot Farm, Pudsey
25. Calverley Lane, Farsley
26. Kirklees Knowl, Farsley
27. Greenland Farm, Oulton
28. Royds Lane, Rothwell
29. Pitfield Road, Carlton
30. Mickletown Road, Methley
31. Low Moor Side, New Farnley
32. Green Lane/Grove Road, Boston Spa
33. Leeds Road, Collingham
34. Spofforth Hill, Wetherby
35. West Park, Boston Spa
36. Chapel Lane, Clifford
37. The Ridge, Linton
38. (deleted)
39. Wood Lane, Scholes
40. Park Lane, Allerton Bywater

5.5 COUNTRYSIDE STRATEGY

5.5.1 Leeds is set within extensive countryside which is pleasant and varied in character. For a Metropolitan city, the extent of countryside is exceptionally large, approximately two thirds of the administrative area. This figure represents the protected rural area after allowing for development proposals in this Plan, and equates with the existing and proposed Green Belt and open land within which development will be restricted. Agriculture is and will remain the major user of land and will therefore be the prime influence on the physical appearance and character of the countryside.

5.5.2 Economic changes leading to the withdrawal of farmland from production underline the need to protect the environment from adverse change and encourage the diversification of the rural economy. This diversification of the rural economy can take many forms which cover both built development and the change of use of buildings and land for the purposes of supplementing or replacing agriculture. In the context of the land use strategy of the UDP, new development should be sensitively related to existing settlement patterns, landscape and wildlife resources. Government guidance contained in the revised PPG7: "The Countryside and the Rural Economy" not only emphasises the desire to diversify the rural economy but also as a guiding principle indicates the need to

maintain and enhance the environment of the countryside. This consideration underlines the merits of protecting the countryside for its own sake. In territorial terms, the near-coincidence of Green Belt and rural area ensures sensitive doubly protective measures for the open countryside. This context is a key aspect of the UDP's strategy, and is reflected in the following strategic principle:

SP2: Countryside is protected for its own sake, as a recreational resource, as the setting for a diversified and prosperous rural economy and as the location of valued landscapes, wildlife and natural features.

5.5.3 The countryside is an important resource for modern life. It provides an environment for living, working, farming and forestry, mineral extraction and waste disposal, water supply catchment, nature conservation, amenity and recreation for residents of both rural and urban areas. The Leeds countryside in varying degrees performs these functions, and it is essential that the many pressures and conflicts placed upon countryside resources are effectively balanced, managed and where possible resolved. In addressing these issues and in identifying opportunities to develop the full potential of the countryside and its future enhancement, it is necessary to view the countryside as an integrated whole, and to adopt a positive perspective for its future development.

5.5.4 In order to adopt a co-ordinated approach in considering the future development and enhancement of the countryside, the City Council is finalising a "Countryside Strategy". The UDP Policies in this section focus upon the land-use planning aspects of the Countryside Strategy. These policies have been formulated in the context of PPG7, and encourage rural diversification whilst balancing this with environmental concerns. The following sections cover in turn:

- **agricultural land**
- **Special Landscape Areas**
- **washlands and flood prevention**
- **countryside management: urban fringe priorities**
- **woodlands**
- **visitors to the countryside**
- **commercial leisure development**
- **minerals**
- **waste disposal.**

Agricultural Land

5.5.5 Within the changing context of the agricultural economy, and as advised in PPG7, areas of the best and most versatile agricultural land (MAFF Grades 1-3a) require protection as a valuable and irreplaceable national resource for the future. Such land merits protection from development which would impoverish that resource. The development of agricultural land and buildings for alternative uses will consequently be considered in this context. Therefore:

N35: DEVELOPMENT WILL NOT BE PERMITTED IF IT SERIOUSLY CONFLICTS WITH THE INTERESTS OF PROTECTING AREAS OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND.

5.5.6 The diversification of the rural economy needs to be encouraged where it will maintain the viability of agriculture, and environmental concerns safeguarded through the careful integration of environmental and economic initiatives. The development of multi-functional woodlands and the re-use and adaptation of rural buildings for appropriate economic uses are examples of how the rural economy may be diversified. The following Policy applies to all grades of agricultural land. Detailed Policies relating to agricultural land within the Green Belt are set out in Appendix 5 and to other areas of countryside within Chapter 24.

N36: PROPOSALS FOR THE CHANGE OF USE OF RURAL BUILDINGS WILL BE SUPPORTED. THEY AND PROPOSALS FOR THE DEVELOPMENT OF AGRICULTURAL LAND WILL BE ASSESSED AGAINST THE FOLLOWING CRITERIA:

i. SEVERANCE OF FARM BUILDINGS FROM THE REST OF THE FARM WILL BE AVOIDED.

ii. THE VIABILITY OF AN AGRICULTURAL HOLDING WILL NOT BE JEOPARDISED.

iii. WHERE THE LOSS OF LAND WITHIN THE BEST AND MOST VERSATILE CATEGORY IS OTHERWISE ACCEPTABLE AND THERE IS A CHOICE OF HIGHER OR LOWER QUALITY LAND WITHIN GRADES 1-3A, LAND AT THE LOWER END OF THAT RANGE SHOULD BE TAKEN.

iv. AGRICULTURAL ACTIVITIES ON AN ADJOINING FARM WILL NOT BE HARMED.

v. REPLACEMENT FARM BUILDINGS WILL NOT BE REQUIRED.

vi. THE AMOUNT OF LAND TAKEN WILL BE NO MORE THAN IS REASONABLY REQUIRED TO MEET PROPER DEVELOPMENT STANDARDS.

vii. TRADITIONAL AGRICULTURAL LANDSCAPES, WILDLIFE HABITATS AND NATURAL FEATURES WILL BE CONSERVED.

viii. DEVELOPMENT WILL NOT INTRUDE HARMFULLY INTO THE OPEN COUNTRYSIDE.

Special Landscape Areas

5.5.7 The countryside around Leeds shows a great diversity of landscape character, ranging from areas where that character is strong and attractive to areas where the character has been seriously depleted. Development proposals in the areas of best quality landscape must show particular regard to conservation of the landscape, but throughout the countryside as a whole the effect on landscape character will be a material consideration in determining planning applications.

5.5.8 Countryside with high landscape value needs to be protected from visually harmful development and be maintained and improved where necessary in order to safeguard its attractive character and appearance. The most attractive areas have been designated Special Landscape Areas. Those areas have been judged to possess several of the following positive characteristics and few or none of the negative:

Positive factors: strong structure and visual unity [arising, for example, from hedges or walls marking field boundaries], interesting topography, high scenic quality, local rarity, attractive groups of buildings, landmarks, natural or semi-natural woods, trees, hedgerows, water bodies.

Negative factors: untidy or derelict land, large and visually intrusive industrial buildings, other eyesores.

A brief description of the special qualities of each of the SLAs is included in Appendix 26 of the Plan.

N37: IN THE DESIGNATED SPECIAL LANDSCAPE AREAS, DEVELOPMENT WILL BE ACCEPTABLE PROVIDED IT WOULD NOT SERIOUSLY HARM THE CHARACTER AND APPEARANCE OF THE LANDSCAPE. THE SITING, DESIGN AND MATERIALS OF ANY DEVELOPMENT MUST BE SYMPATHETIC TO ITS SETTING AND, WHERE NECESSARY, LANDSCAPING OF THE SITE WILL BE REQUIRED.

5.5.9 Maintenance and enhancement of the landscape character and distinctiveness of the Leeds countryside is an objective which applies throughout the district, not just in the designated Special Landscape Areas. In considering any proposals for development in the countryside, wherever located, it is necessary to have regard to the impact which development may have upon landscape character. Therefore:

N37A: ALL NEW DEVELOPMENT OR CHANGE IN LAND USE WITHIN THE COUNTRYSIDE SHOULD:

i. HAVE REGARD TO THE CHARACTER OF THE LANDSCAPE IN WHICH IT IS SET, AND MAINTAIN PARTICULAR FEATURES WHICH CONTRIBUTE TO THIS;

ii. WHERE APPROPRIATE, CONTRIBUTE POSITIVELY TO RESTORATION OR ENHANCEMENT OBJECTIVES BY INCORPORATION OF SUITABLE LANDSCAPE WORKS.

Development and flood risk

5.5.10 Uncertainties over possible climate change make the need to safeguard floodplain areas and ensure that they are unhindered in their natural purposes particularly important. Recent years have seen an increase in the number of serious floods, as swollen river tributaries have flowed into the main river system. Planning Policy Guidance Note 25 – Development and Flood Risk, July 2001 (PPG25), states that development should both be unaffected by flood risk and not increase risk to other areas, catchment-wide. Planning has a role to play in ensuring that development takes flood risk into account and adopts measures to reduce it and that natural flood plain areas are unhindered in their role.

5.5.11 PPG25 notes three main areas of land where flood risk is most important:

- Floodplain – land adjacent to a watercourse where water flows during a flood, or would flow save for the presence of flood defences;
- Functional floodplain – the unobstructed or active areas where water

regularly flows unimpeded during a flood; and

- Washland – area of a floodplain where water is stored during a flood. These require the highest protection to ensure that floodwaters are not displaced elsewhere and are shown on the Proposals Map. All washland areas are in the functional floodplain and are considered to be integral parts of the flood defences of a catchment.

5.5.12 PPG25 sets out a series of zones based on the first two areas of land and the likelihood that they will flood. It recommends that the identification of a site for development is done in a sequential way; exploring areas at no or low risk of flooding before areas at a higher risk. At the earliest opportunity developers need to identify whether a proposal is likely to be in an area of flood risk or increase the risk of flooding elsewhere, including the catchment and surrounding properties. The Environment Agency takes the lead role in providing advice on flood risk issues in relation to planning applications. The onus is therefore on the applicant to liaise with the Environment Agency in discerning the level of flood risk that might arise from a development.

5.5.13 The Local Planning Authority has a limited amount of information with regard to flood risk and the identification of the zones set out in PPG25. The Agency has provided the Council with washland areas, shown on the Proposals Map. The Agency identifies areas of indicative 1% (1 in 100 year) annual probability floodplain for fluvial flooding on Indicative Floodplain Maps. However, these are not intended to be a definitive indicator of flood risk: they take no account of existing flood defence, may not provide a definitive flood boundary and are continually updated. The Agency is also developing 1 in 1000 year floodplain maps. Consequently, it is essential that developers are in possession of the most up to date and accurate information regarding the flood risk issues arising from a proposed development and that early pre-application consultation is carried out with the Environment Agency (www.environment-agency.gov.uk).

N38A: DEVELOPMENT, INCLUDING CHANGES OF USE, WILL NOT BE PERMITTED IN THE FUNCTIONAL FLOODPLAIN INCLUDING ALL WASHLAND AREAS AS IDENTIFIED ON THE PROPOSALS MAP UNLESS IT IS FOR:

i. APPROPRIATE OPEN RECREATION, SPORT, AMENITY AND CONSERVATION USES, AND

ii. ESSENTIAL TRANSPORT AND UTILITIES INFRASTRUCTURE WHICH CANNOT PRACTICABLY BE LOCATED ELSEWHERE.

DEVELOPMENT IN THE INDICATIVE FLOOD PLAIN WILL BE ASSESSED IN ACCORDANCE WITH THE SEQUENTIAL TEST SET OUT IN PPG25.

ALL DEVELOPMENT SHOULD ENSURE THAT IT DOES NOT INCREASE THE RISK OF FLOODING BOTH ON-SITE AND ELSEWHERE, CATCHMENT-WIDE.

IN ALL CASES EARLY DEVELOPER CONSULTATION WITH THE ENVIRONMENT AGENCY IS ENCOURAGED.

5.5.14 "Appropriate" uses in terms of the Policy are those that do not interfere with flood plain flows or increase the risk of flooding elsewhere, do not involve residential accommodation, and incorporate warning and evacuation measures where necessary to ensure public safety. Minerals extraction is an activity that may, of necessity, have to locate in the functional flood plain. Whilst mineral working proposals will be treated as exceptions to the policy, and handled on their merits and in consultation with the Environment Agency, the Council will take into account locational constraints, the possibility that needs for minerals cannot be met from other sources, and the potential benefits of mineral working to flood control, such as provision of flood water storage capacity.

5.5.15 In addition, developers should liaise at the earliest opportunity with the Agency and the local authority for guidance on when a Flood Risk Assessment (FRA) is required prior to the submission of a planning application. FRAs must take account of the risks of flooding, the standards of existing defences, the impact of climate change and the potential to improve flood defences. Where development of larger sites is to be delivered in phases, developers must ensure that overall flood impacts are assessed before the first phase is implemented. While one phase of a development may have limited impact, the impact of the sum of all future phases catchment wide must be assessed. This will ensure that any mitigation for the site overall, such as swales or balancing ponds, can be identified early and form part of the design of the whole scheme. Guidance on completing a FRA is contained in Appendix F of PPG25.

N38B: PLANNING APPLICATIONS MUST BE ACCOMPANIED BY A FLOOD RISK ASSESSMENT WHERE CONSULTATIONS WITH THE COUNCIL OR THE ENVIRONMENT AGENCY HAVE IDENTIFIED A NEED FOR SUCH ASSESSMENT, OR WHERE THERE IS OTHER CLEAR EVIDENCE THAT A PROPOSAL IS LIKELY TO BE AFFECTED BY FLOODING, OR COULD INCREASE THE RISK OF FLOODING ELSEWHERE. WHERE A DEVELOPMENT IS TO BE DELIVERED IN PHASES PLANNING PERMISSION WILL

ONLY BE GRANTED FOR AN INDIVIDUAL PHASE WHERE AN OVERALL FLOOD RISK ASSESSMENT HAS BEEN CONDUCTED THAT TAKES ACCOUNT OF THE CUMULATIVE FLOOD RISK AND DRAINAGE IMPACTS OF BOTH CURRENT AND FUTURE PHASES.

5.5.16 Where a development is considered acceptable under N38 subject to the carrying out of flood defence or alleviation works, the developer will be required to fund these fully and contribute to future maintenance.

Sustainable Drainage

5.5.17 Sustainable drainage systems provide a more sustainable alternative to the traditional approach to surface water drainage of piping run-off from hard surfaces to the sewerage system or nearby watercourses.

5.5.18 Sustainable drainage seeks to mimic more natural processes by allowing rainfall to soak into the ground where possible or by delaying discharges. This reduces both the volume and rate of surface water runoff to sewers and watercourses which has a number of benefits including reduced flood risk downstream, improved water quality and biodiversity.

5.5.19 A range of sustainable drainage techniques are available and features will need to be tailored to each individual site. The aim of sustainable drainage is to deal with surface water run-off as close to the source as possible. This may include one or more of the following for each development:

1. measures to reduce and re-use run-off, such as water butts, green roofs or greywater recycling;

2. features which allow water to soak into the ground (where soil conditions permit). These include permeable surfaces, swales and soakaways;

3. features which convey run-off to a separate area where it can be allowed to soak into the ground;

4. retention features, such as balancing ponds, which collect surface water and control the rate of discharge to a conventional surface water system.

5.5.20 New developments should aim to limit surface water run off at source. The City Council's Supplementary Guidance Note 22, "Sustainable Drainage", summarises the scope of sustainable drainage and encourages its use. This advises developers to consider drainage proposals at an early stage in the planning process and to seek specialist advice on appropriate sustainable drainage techniques. Proposals to which the policy applies are

those defined as significant developments in the Supplementary Guidance.

N39A: APPLICANTS FOR PLANNING PERMISSION FOR DEVELOPMENT LIKELY TO SIGNIFICANTLY INCREASE RUN-OFF OF SURFACE WATER SHOULD DEMONSTRATE THAT THEY HAVE EXPLORED THE FEASIBILITY OF INCORPORATING SUSTAINABLE DRAINAGE SYSTEMS INTO THEIR PROPOSALS. SUCH SYSTEMS SHOULD BE IMPLEMENTED UNLESS DEMONSTRABLY IMPRACTICABLE OR INAPPROPRIATE, AND PROVISION SHOULD BE MADE FOR THEIR FUTURE MAINTENANCE.

Culverting or canalisation of watercourses

5.5.21 Culverting or canalising of open watercourses represent major threats to wildlife habitats and the amenity of greenspace. They can also lead to significant problems in times of high rainfall. For these reasons, the City Council will promote actively the re-opening and restoration of existing culverts and canalised watercourses. Reflecting the policies of the Environment Agency, the Council will normally oppose all new proposals:

N39B: CULVERTING OR CANALISATION OF WATERCOURSES WITHIN OR RELATED TO DEVELOPMENT SITES WILL NOT NORMALLY BE PERMITTED, UNLESS THERE ARE PUBLIC SAFETY CONSIDERATIONS OR DEVELOPMENT COULD NOT BE ACHIEVED IN ANY OTHER WAY. THE CITY COUNCIL WILL PROMOTE ACTIVELY RE-OPENING CULVERTS AND RESTORATION OF CANALISED WATERCOURSES TO A MORE NATURAL STATE.

Countryside Management: Urban fringe priorities

5.5.22 Effective countryside management is essential in order to secure positive change in the countryside and to co-ordinate, balance and where possible reconcile conflicting demands upon the countryside resource. Countryside management is essential also to identify priorities for action and to secure longer term improvements. The Leeds countryside exhibits considerable diversity in terms of its form, function and landscape character. Many aspects of countryside management are outside the scope of the UDP, and are being addressed within the Countryside Strategy currently being prepared by the City Council.

5.5.23 As detailed in Section 5.4, extensive areas of Leeds M.D. are Green Belt and are subject to controls consistent with this designation which reflect Government advice contained in PPG2 (Revised). Within the context of Green Belt designation, a particular issue which needs to be addressed within the UDP is the relationship between countryside and the adjoining urban edge. This relationship is complex, with often blurred distinctions between urban and rural areas. The characteristics of these areas of "urban fringe" include land use conflicts and environmental problems which threaten the amenity of the areas and the viability of agriculture. Within Leeds MD, urban fringe areas are almost entirely with the Green Belt. The need to adopt a positive approach towards the planning and management of these areas is acknowledged in PPG7 (Revised), with the objective of securing environmental improvements and the beneficial use of the land itself, and allowing increased and managed public areas, resulting in increased amenity for the residents of urban areas.

5.5.24 Within Leeds MD, urban fringe problems are particularly evident within the southern half, where `fingers' of countryside are especially vulnerable to the pressures described above. The UDP (and the Countryside Strategy) intends that priority should be given to resolving urban fringe problems in this southern sector. In tackling such problems, and in securing the positive opportunities which exist for environmental improvement and appropriate public access, a range of initiatives, strategies and specific projects have already been undertaken.

5.5.25 Some of these initiatives are long standing commitments, whilst others have evolved more recently. These initiatives include: Tong-Calverley Countryside Management Area, the Woodlands Strategy - Forest of Leeds, the South Leeds Heritage Trail, the work of the Groundwork Trust, and the Lower Aire Valley Environmental Improvement Strategy being progressed by the City Council. Whilst these initiatives have evolved separately, they have common themes in that they address the need to manage competing interests within the countryside, seek to encourage improved public access and secure environmental improvements. In addressing these issues, these initiatives have combined to target the urban fringe to the south of Leeds as a priority area for action. In the context of the UDP, these initiatives need to be maintained and co-ordinated as part of a wider framework to secure the longer term benefits of action within this area. Accordingly:

N40: IN THE URBAN FRINGE, SUPPORT WILL BE GIVEN TO MANAGEMENT INITIATIVES TO SECURE ENVIRONMENTAL IMPROVEMENTS, THE BENEFICIAL USE OF LAND, AND INCREASED PUBLIC ACCESS WHERE THIS CAN BE APPROPRIATELY MANAGED. PRIORITY WILL BE GIVEN TO THE AREA DEFINED ON THE PROPOSALS MAP.

Woodlands

5.5.26 Woodlands are important landscape features in town and country. With appropriate management they are of particular value for nature conservation, recreation, leisure and educational activities, whilst also contributing to agricultural diversification through yielding timber products. Woodlands also provide an attractive environment with added value for existing and new developments.

5.5.27 The City Council is committed to developing a Woodland Strategy for the "Forest of Leeds", which will represent the creation and integration of multi-functional woodlands with the communities and fabric of the built and natural environments. This will mean making the most of existing woodlands and creating new ones to develop a woodland framework. This does not imply blanket afforestation, but will consist of an infrastructure of multifunctional woodlands integrated with many different habitats and land uses. The Forest of Leeds initiative comprises therefore a series of elements. These include an emphasis upon the restoration and enhancement of landscape character through woodland management and new planting in appropriate locations. Attention is placed upon safeguarding and extending opportunities for nature conservation, recreation and leisure activities, where compatible, as part of the multi-functional role of woodlands and their setting.

5.5.28 Policy N40 identifies the Urban Fringe Priority Area, generally within the southern half of the District, within which priority will be given to management initiatives which seek to resolve urban fringe problems and secure positive environmental improvements. One such initiative, the first phase of the Forest of Leeds, focuses on the Urban Fringe Priority Area as identified on the Proposals Map.

5.5.29 Because of the strategic nature of the Forest of Leeds, it is recognised that a flexible approach towards implementation on individual sites and within areas is necessary to secure opportunities as they arise. Opportunities will take a number of forms and include maximising the use of grant aid from funding organisations and securing contributions from developments. The latter will need to be related reasonably to development proposals which would, by virtue of their scale and location, have a significant visual and physical impact upon the Forest of Leeds. In order to provide a framework, a phased flexible plan of action is required, prepared by the City Council in conjunction with the Forestry and Countryside Commissions, landowners and other bodies:

N41: A WOODLAND STRATEGY FOR THE FOREST OF LEEDS WILL BE DEVELOPED TO CREATE, MANAGE AND PROTECT NEW AND EXISTING WOODLANDS IN ORDER TO ENHANCE THE WOODLAND RESOURCE OF THE DISTRICT.

N41A: THE PHASED PROGRAMME FOR THE FOREST OF LEEDS FOCUSES INITIALLY UPON THE URBAN FRINGE PRIORITY AREA IDENTIFIED IN POLICY N40. DEVELOPMENT OF THE FOREST OF LEEDS WILL BE PURSUED WHERE OPPORTUNITIES AND RESOURCES PERMIT TO MAINTAIN AND EXTEND AN INTEGRATED WOODLAND FRAMEWORK.

N41B: WHERE THE SCALE AND LOCATION OF DEVELOPMENT PROVIDES SUITABLE OPPORTUNITIES TO DEVELOP THE FOREST OF LEEDS, PLANNING OBLIGATIONS AND OTHER MECHANISMS WILL BE PURSUED WHEN APPROPRIATE.

Visitors to the Countryside

5.5.30 The countryside provides a valuable resource for recreation for both formal and informal outdoor leisure pursuits which, subject to careful management, needs to be encouraged. This is especially the case in the provision of links between the urban area and the countryside for informal recreation. The benefits to visitors of the countryside have been identified in the City Council's "Access to the Countryside Strategy". In complementing these principles the following approaches are proposed:

N42: RETENTION AND ENHANCEMENT OF EXISTING VISITOR ATTRACTIONS AND PROVISION OF FACILITIES (SUCH AS VISITOR CENTRES AND PICNIC AREAS) TO IMPROVE VISITOR MANAGEMENT WILL BE ENCOURAGED.

N43: IN MEETING INCREASING DEMANDS FOR INFORMAL OUTDOOR RECREATION AND SPORTS FACILITIES PROVISION IN THE COUNTRYSIDE, PROPOSALS FOR COUNTRY/RURAL PARKS AND GROUPED SPORTS PITCHES WILL BE SUPPORTED IN PRINCIPLE.

5.5.31 Visitors to the countryside need to be encouraged in order to provide opportunities for agricultural diversification, to provide a stimulus for schemes for the improvement of derelict and despoiled areas, and in order to secure the benefits of recreation. However, the impact of visitors

on the countryside needs to be carefully managed in order to avoid conflict with the countryside environment.

Leisure Development.

5.5.32 Leisure development in the countryside has an important economic role to play, but needs to be balanced with wider countryside policy objectives relating to amenity and in Green Belt areas, to Green Belt objectives. As a consequence:

N44: PROPOSALS FOR LEISURE DEVELOPMENT IN THE COUNTRYSIDE WILL ONLY BE ACCEPTED IF:

i. IN GREEN BELT AREAS, THEIR SCALE AND INTENSITY IS COMPATIBLE WITH GREEN BELT POLICY OBJECTIVES; AND

ii. THEY PROMOTE OPPORTUNITIES FOR LEISURE AND RECREATION FOR THE COMMUNITY AT LARGE; AND

iii. THEY MAINTAIN OR POSITIVELY ENHANCE THE CHARACTER OF THE COUNTRYSIDE (FOR EXAMPLE BY IMPROVING THE ENVIRONMENT OF DERELICT OR DESPOILED LAND).

Minerals

5.5.33 The essence of the UDP approach towards the extraction of minerals (in particular sandstone, clay, coal and limestone) is to balance the need to protect the environment of the District against the national need to obtain fuel and building materials. In balancing these often conflicting elements, the UDP acknowledges the Government view of the need to take account of market demand for energy and construction materials. Within Leeds District the major mineral deposits which are of fundamental concern to the UDP are coal, sand and gravel. Detailed policies on the approach to the extraction of all minerals are contained in Appendix 6 in Volume 2. However, policies for the working of coal by deep mining have not been included because the likelihood of such proposals being put forward is considered to be remote.

5.5.34 Within the District, demand exists for the extraction by opencast methods of proven coal deposits. It is therefore an important UDP objective to balance the impact of these pressures on the environment. The positive benefits of opencasting, such as stimulating economic activity, the reclamation of derelict land and the provision of after uses for recreation and nature conservation, need to be assessed in the context of the undoubted negative environmental effects. These detrimental effects can

include noise and dust, visual intrusion and the generation of often large volumes of heavy traffic.

5.5.35 Detailed guidance relevant to the consideration of proposals for mineral working is contained in the Detailed Policies in Appendix 6 in Volume 2. Careful consideration needs to be given to the proximity of sites to residential areas, and to the subsequent loss of amenity which would result should extraction be permitted. Clearly minerals can only be extracted where deposits exist. However, since particular communities can be affected repeatedly by different mineral extraction (and waste disposal) operations, or by a single site being worked over a long period of time, account must be taken of the cumulative impact of additional operations on the amenity of affected residents:

N45: MINERAL WORKINGS WILL ONLY BE ACCEPTED WHERE PROPOSALS:

i. SATISFY THE DETAILED POLICIES FOR THE EXTRACTION OF MINERALS CONTAINED IN APPENDIX 6 IN VOLUME 2;

ii. TAKE INTO ACCOUNT PROXIMITY OF OTHER MINERAL WORKINGS AND WASTE DISPOSAL SITES IN THE LOCALITY, DURATION OF THOSE OPERATIONS AND CUMULATIVE EFFECTS UPON RESIDENTS OF FURTHER ACTIVITIES.

CONSIDERATION WILL BE GIVEN TO SOCIAL, ECONOMIC AND ENVIRONMENTAL BENEFITS RESULTING FROM OPENCASTING PROPOSALS.

5.5.36 The City Council recognises that coal opencasting can provide a means of reclaiming derelict land for beneficial uses, for example recreation and nature conservation. In this context opencasting is more likely to be viewed favourably.

Sand and gravel

5.5.37 Strategic Guidance advice suggests that efforts should be made to ensure that existing contributions to the regional demand for sand and gravel are maintained in the context of Regional Aggregates Working Party assessments. Within the District, two principal areas exist for the extraction of sand and gravel. Lower grade materials exist in the Lower Aire Valley, and higher grade deposits are to be found in the Wharfe Valley.

5.5.38 Consideration of specific proposals for the extraction of minerals to meet regional demand will need to take into account and balance environmental concerns. Proposals will be considered against the detailed minerals policies contained in Appendix 6 in Volume 2:

N46: THE COUNCIL, IN CONJUNCTION WITH OTHER WEST YORKSHIRE METROPOLITAN DISTRICT COUNCILS, WILL ENCOURAGE THE RECYCLING OF MATERIALS, AND ENDEAVOUR TO MAINTAIN A LANDBANK OF PERMITTED RESERVES OF SAND AND GRAVEL, AND ALSO MAINTAIN ITS CONTRIBUTION TO ITS SHARE OF THE REGIONAL APPORTIONMENT ON THE ADVICE OF THE YORKSHIRE AND HUMBERSIDE REGIONAL AGGREGATES WORKING PARTY, UNLESS EXCEPTIONAL CIRCUMSTANCES PREVAIL, IN ACCORDANCE WITH NATIONAL GUIDANCE AND CONTAINED IN MPG6 "GUIDELINES FOR AGGREGATES PROVISION IN ENGLAND". PROPOSALS FOR EXTRACTION OF SAND AND GRAVEL WILL ONLY BE ACCEPTED IF THEY SATISFY THE DETAILED MINERALS POLICIES CONTAINED IN APPENDIX 6 IN VOLUME 2.

5.5.39 In the **Lower Aire Valley**, proposals will be assessed in the context of the detailed mineral policies indicated in Policy N45.

5.5.40 Within the **Wharfe Valley**, the need to reconcile mineral extraction with the potentially adverse impact upon the quality of the environment is of fundamental importance, given the high landscape quality of most of the Valley. For this reason, sand and gravel extraction to the east of Otley within the Special Landscape Area (Policy N37) will be resisted. However, in order to meet national guidance on the supply of aggregates, a site beyond the Special Landscape Area at Midgley Farm, Otley is proposed, within which the extraction of sand and gravel with restoration to agriculture will be acceptable in principle:

N46A: FOR ENVIRONMENTAL REASONS, PROPOSALS FOR SAND AND GRAVEL EXTRACTION IN THE WHARFE VALLEY WITHIN THE SPECIAL LANDSCAPE AREA (POLICY N37) WILL BE RESISTED.

N46B: SAND AND GRAVEL EXTRACTION, WITH RESTORATION TO AGRICULTURE, WILL BE SUPPORTED IN PRINCIPLE WITHIN THE AREA SHOWN ON THE PROPOSALS MAP AT MIDGLEY FARM, OTLEY, SUBJECT TO THE DETAILED SITE POLICIES

AND REQUIREMENTS CONTAINED IN CHAPTER 19, OTLEY AND MID-WHARFEDALE, IN SECTION III AND THE DETAILED MINERALS POLICIES CONTAINED IN APPENDIX 6 IN VOLUME 2.

5.5.41 Policies for aggregates that apply specifically to limestone and sandstone (crushed rock) have not been included because neither of these materials are of a constructional quality in Leeds that puts them in great demand. Representations have not been received to allocate additional sites or land, existing permissions are substantial and the material is generally readily available from elsewhere in West Yorkshire. For sand and gravel Leeds contains a substantial resource of mineral of economic quality. The Regional Sub Apportionment for sand and gravel to West Yorkshire undertaken by the Regional Aggregates Working Party in accordance with MPG6 is 3.5 million tonnes over 7 years, meaning that a landbank of permissions equating to 7 year's production should be maintained. As at 1 Jan 2000 the landbank in West Yorkshire comprises an estimated maximum 3.26 million tonnes. The allocation of a site at Midgely Farm Otley provides the potential to add 1.6 million tonnes to the landbank.

Waste Management

5.5.42 An important priority of the UDP is to encourage efforts to reduce the amount of waste material entering the waste stream through the application of the waste hierarchy (see Policy WM2, Chapter A7). The Plan has a role to play in implementing this and meeting resultant land-use requirements e.g. for new waste industries.

N47 PROPOSALS FOR WASTE MANAGEMENT FACILITIES WILL BE ENCOURAGED SUBJECT TO DETAILED POLICIES IN CHAPTER A7.

5.5.43 A positive approach in order to accommodate these facilities is required to meet EU and UK targets, Regional Planning Guidance, the Draft Regional Waste Strategy and the Leeds Integrated Waste Management Strategy. This approach is set out in Chapter A7 in Volume 2 and contains detailed policies to meet the objectives of the waste hierarchy.

5.5.44 There will still be a need for some landfilling of appropriate waste materials, which cannot be re-used, recycled or recovered. Guidance on the acceptability of sites for landfilling is contained in Chapter A7 in Volume 2.

5.5.45 However, the very problematical issues raised by landfill sites, and the continued environmental problems implied for the south of the District,

where the vast majority of landfill sites are located, is a significant concern. The City Council will seek to redress the current locational imbalance of landfill operations which result in the continued loss of amenity to residents in South Leeds and in detrimental effects from District-wide transport movements, by encouraging proposals advanced in other parts of the District.

N48A: TO REDRESS THE CONCENTRATION OF EXISTING AND PROSPECTIVE LANDFILL OPERATIONS IN SOUTH LEEDS, THE CITY COUNCIL WILL ENCOURAGE PROPOSALS TO BE ADVANCED FOR THE DISPOSAL OF INERT WASTES IN ALL AREAS OTHER THAN SOUTH LEEDS.

N48B: IN DETERMINING SPECIFIC PROPOSALS IN ACCORDANCE WITH POLICY N48A OR ELSEWHERE, THE PROXIMITY OF OTHER LANDFILL SITES AND MINERAL EXTRACTION SITES IN THE LOCALITY, DURATION OF THOSE OPERATIONS AND CUMULATIVE EFFECTS UPON RESIDENTS OF FURTHER ACTIVITIES WILL BE TAKEN INTO ACCOUNT. DEVELOPMENT WILL NOT NORMALLY BE PERMITTED WHICH IS CONTRARY TO:

i. DETAILED WASTE DISPOSAL POLICIES CONTAINED IN APPENDIX 7 IN VOLUME 2; AND

ii. POLICY N35, WHICH SEEKS TO PROTECT THE INTERESTS OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND.

5.6 NATURE CONSERVATION

5.6.1 The need to protect and conserve the interests of nature conservation is an important theme of the UDP. From a number of perspectives, land use planning can contribute towards nature conservation, especially through the protection and enhancement of wildlife habitats and natural features. Within the UDP this is undertaken through general policies concerning development, and specifically through the designation of particular sites and areas, and through the Urban Green Corridors principle (paras. 5.2.25-32).

5.6.2 Urban Green Corridors help to provide more specifically for the needs of corridors for wildlife. Wildlife corridors are linked areas of wildlife habitat providing for the survival and spread of plants and animals throughout a given area. The value of a wildlife corridor network is a product of its extent and connectivity, and the nature and quality of the habitats within it. The network should link all areas of significant wildlife interest with as

many other areas of wildlife habitat as possible. By reducing the isolation of wildlife habitats, wildlife corridors facilitate the spread of species and help reduce their vulnerability to local extinction.

5.6.3 This linear network of wildlife habitats requires protection in the context of the UDP, not only to safeguard wildlife and habitats for their own sake, but also to demonstrate the need to protect nature conservation interests in the urban as well as rural environment. The UDP can play a vital role also in the context of new development, and the design and landscaping of after-use schemes for mineral extraction and waste disposal can ensure that they contribute to the creation of new habitats.

5.6.4 The importance and value of nature conservation has been recognised by the City Council in the preparation and approval of the Nature Conservation Strategy and the Green Strategy. These documents are significant in relating nature conservation to wider environmental policies, and in facilitating the City Council to take a corporate view in collaborating with other agencies in the best interests of nature conservation.

5.6.5 In meeting these objectives and in securing opportunities for nature conservation, it is important that they are balanced with development pressures from industry and housing. Furthermore, it is essential that the recreational use of land does not come into conflict with the interests of nature conservation.

5.6.6 In this context the UDP has a fundamental role to play in accommodating the land use dimensions of the Nature Conservation Strategy through the policy strands of protection and enhancement.

5.6.7 The City Council has powers, under the Hedgerows Regulations 1997, to protect certain hedgerows against unauthorised removal, and is willing to prosecute offenders where appropriate.

Protection

5.6.8 A basic principle of the Nature Conservation Strategy is to protect the District's wildlife resources and natural features from inappropriate development. Therefore:

N49: DEVELOPMENT WILL NOT NORMALLY BE PERMITTED WHICH THREATENS SIGNIFICANT NET DEPLETION OR IMPOVERISHMENT OF THE DISTRICT'S WILDLIFE OR HABITAT RESOURCES, GEOLOGICAL FEATURES OR LANDFORMS. DESIGN OF NEW DEVELOPMENT, INCLUDING LANDSCAPING, SHOULD MINIMISE ITS POTENTIAL ADVERSE IMPACT.

5.6.9 This approach is essential in order to maintain the value, variety and amenity function of existing wildlife and habitat resources throughout the District. It is important that new development respects these resources and makes a positive contribution to their enhancement.

5.6.10 The value of particular sites and areas for nature conservation is recognised through designation within particular categories:

Sites of Special Scientific Interest (SSSIs) are of national or international importance for nature conservation and these comprise the most precious habitats in the District. The interests of nature conservation will prevail over all but the most exceptional needs for development of such sites.

Sites of Ecological or Geological Interest (SEGIs) are of particular importance within the West Yorkshire context.

Local Nature Reserves (LNRs) are of special interest within the District and some include areas that are also SSSIs. The City Council has a legal interest in LNRs and can thus offer protection through their ownership or control as well as through the planning process.

Leeds Nature Areas (LNAs) are sites of local or District – wide importance for the enjoyment, study or conservation of wildlife, geological features and landforms. They are of particular value in parts of the city where residents would otherwise have little opportunity to enjoy and learn about wildlife close to their homes.

The location of these sites is shown on the Proposals Map and they are listed in Appendix 8 of Volume 2. The following planning policies aim to protect these sites from development which would significantly reduce their interest for nature conservation. Such harm can be direct or indirect and can arise from air, noise and water pollution and from drainage as well as from physical works to the site or nearby land. In some cases it will be possible to reduce the impact of development acceptably through the imposition of appropriate conditions and, rarely, the public benefit of development may outweigh the nature conservation value of the site. Occasionally it may be possible to replace a LNA with a site of equivalent interest, provided it is equally accessible to local residents. In general the more important a site is for nature conservation or the greater the likely impact of development, the less likely it will be to be acceptable.

N50: DEVELOPMENT WILL NOT BE PERMITTED WHICH WOULD SERIOUSLY HARM, EITHER DIRECTLY OR INDIRECTLY, THROUGH ANY MEANS, A SSSI, LNR, SEGI OR LNR.

IN CONSIDERING DEVELOPMENT PROPOSALS FOR ANY OF THE ABOVE NATURE SITES, THE NEEDS OF THE DEVELOPMENT AND THE REQUIREMENTS OF NATURE

CONSERVATION WILL BE EXAMINED. IN PARTICULAR ACCOUNT WILL BE TAKEN OF:

I. THE EXTENT AND SIGNIFICANCE OF POTENTIAL DAMAGE TO THE NATURE CONSERVATION INTEREST;

ii. THE EXTENT TO WHICH THAT DAMAGE COULD BE REDUCED BY IMPOSING CONDITIONS ON A PLANNING PERMISSION;

Iii. THE IMPORTANCE OF THE PROPOSED DEVELOPMENT TO THE LOCAL, REGIONAL OR NATIONAL INTEREST;

iv. IN THE CASE OF A LAN, WHETHER A REPLACEMENT SITE OF EQUIVALENT NATURE CONSERVATION INTEREST CAN BE PROVIDED WITHIN THE SAME LOCALITY.

Enhancement

5.6.11 in taking a positive approach reflecting the full value of Nature Conservation, it is important that the UDP not only seeks to protect wildlife resources and natural features but also seeks to enhance them where appropriate. For example, in the case of some sites, natural regeneration may have established a particular habitat where the only action required is maintenance to safeguard the prospering survival of the established flora and fauna. "Enhancement" works which alter the habitat regime may not be required. On other sites, scope to increase or change the number and variety of species may be judged appropriate, and may call for physical changes to the site with commensurate management. As a consequence, enhancement opportunities should be secured through the assessment of proposals for new development, and within the many initiatives and strategies supported by direct action by the City Council.

5.6.12 The extent of any proposed buffer zones between new developments and any one of the existing sites of nature conservation interest needs to be both appropriate to the potential impact of the new development on that nature conservation interest, and relative to the sensitivity of the habitats and species which comprise that interest. The following policies are therefore applicable:

N51: THE DESIGN OF NEW DEVELOPMENT, INCLUDING LANDSCAPING, SHOULD WHEREVER POSSIBLE ENHANCE EXISTING WILDLIFE HABITATS AND PROVIDE NEW AREAS FOR WILDLIFE AS OPPORTUNITIES ARISE. WHERE NEW DEVELOPMENT IS PROPOSED ADJACENT TO AN AREA OF

EXISTING NATURE CONSERVATION INTEREST, A BUFFER ZONE WILL BE REQUIRED.

N52: PROGRAMMES FOR THE RECLAMATION OF DERELICT AND DESPOILED LAND AND THE USE OF TEMPORARILY VACANT SITES WILL SEEK WHERE APPROPRIATE TO ENHANCE EXISTING AND PROVIDE NEW AREAS FOR WILDLIFE.

N53: THE CITY COUNCIL WILL MANAGE ALL SITES DESIGNATED UNDER POLICY N50 WITHIN ITS OWNERSHIP OR CONTROL FOR THE BENEFIT OF NATURE CONSERVATION, INCLUDING THROUGH THE CONTROL OF DEVELOPMENT AND PERMITTED USES. OTHER LAND OWNERS WILL BE CO-ORDINATED, ADVISED AND ENCOURAGED TO ADOPT A SIMILAR APPROACH, INCLUDING THROUGH THE USE OF MANAGEMENT AGREEMENTS.

5.7 RENEWABLE ENERGY

5.7.1 Renewable energy is produced from natural and renewable sources, such as the wind, falling water, the sun and combustible agricultural or industrial wastes. Using these repeatable sources of energy does not deplete the earth's stock of resources, nor does it pollute the environment. To that end renewable energy is being promoted by the Government as an alternative to conventional non-renewable fossil fuels, such as oil, coal and gas which raise carbon levels and can exacerbate the 'greenhouse effect'.

5.7.2 Renewable energy sources tend to have a lower energy output than fossil fuels, and can thus require more land, more physical development, or more bulk handling of fuel for a given energy return. However, greater diversity and self-sufficiency as well as technological innovation are making renewable energy increasingly realistic as an energy supply. Many renewable energy projects have unusual siting requirements, reflecting the particular locations in which renewable energy resources arise, including hilltops, rivers and farmland. While development at such locations can be constrained by development plan policies, regard for potential of renewable energy sources in the District will be given.

5.7.3 The Lancashire and Yorkshire Renewable Energy Planning Study (July 1997) revealed potential within the District for the following types of renewable energy:

- Landfill Gas and Biogas,
- Municipal and Industrial Waste,
- Biomass (including short rotation coppice),
- Solar Energy, including regard to passive solar design in new buildings, and
- Small Scale Hydro Power

There is a presumption in favour of the development of these types and sources of renewable energy in the District. Others may become known in the duration of the Plan as technology and information improves. To that end regard will also be given to other justified potential renewable energy sources. The Council will continue to adopt a pro-active approach to renewable energy sites and types.

N54: PROPOSALS FOR THE DEVELOPMENT OF RENEWABLE ENERGY RESOURCES WILL IN GENERAL BE SUPPORTED IN ACCORDANCE WITH THE PRINCIPLES OF THE GREEN STRATEGY AND THE SECURING OF SUSTAINABLE DEVELOPMENT. THEY WILL BE ASSESSED AGAINST POLICY GP5 AND NATIONAL PLANNING GUIDANCE.

5.8 AIR QUALITY

5.8.1 Climate change is one of the world's most serious environmental problems and its repercussions affect Leeds e.g. through increased flood events. The Government requires that local planning authorities assist in the reduction of greenhouse gas and carbon dioxide emissions as well as the regulated non-greenhouse gases such as nitrogen dioxide. Industry and vehicular transport are the principal producers of such emissions. Reducing these pollutants will help to stabilise greenhouse gas concentrations in the atmosphere, improve local air quality and improve health.

5.8.2 The Plan achieves this in many ways. It ensures that new development minimises polluting processes, locates other development as far as possible from potential sources of pollution and ensures that potentially polluting development is in appropriate locations. This is mostly achieved through the operation of GP5, Chapter 4 where air quality is included under the definition of pollution.

5.8.3 Additionally, a fundamental objective of the Plan is to reduce the need to travel by private car and extend the availability of alternative transport choices. Chapter 6 highlights how this is achieved in relation to transport policies. Strategically, the promotion of more sustainable patterns of development, maximising accessible previously developed land, maintaining the vitality and viability of town centres, and promoting mixed-use development also meets this objective. In addition, the Plan promotes renewable energy, sustainable design and more energy efficient homes and workplaces. This approach is essential to the protection and improvement of an environment in which both individuals and communities can thrive. To that end, the Council treats any air quality consideration that relates to land use and its development as a material consideration.

5.8.4 In 1997 the Government established a National Air Quality Strategy in response to requirements of the Environment Act 1995. This introduced new objectives for the assessment and management of air quality. Since that date local authorities have carried out a review and assessment of local air quality to help achieve national air quality targets. This involves measuring air pollution and trying to predict how it will change in the next few years. The Council has published an Air Quality Review and Assessment and Air Quality Action Plans related to specific pollutants District-wide. Air Quality Management Areas (AQMA) have also been designated and a list is available on request from the Development Department. These are not shown on the Proposals Map because they are too small and may change throughout the Plan period.

5.8.5 When assessing all development against GP5 with regard to air pollution, the following will be taken into account:

1. whether the development is proposed within or adjacent to an AQMA,

2. whether the development could in itself result in the designation of an AQMA, or extension of an existing AQMA, e.g. where close to a transport intersection approaching saturation,

3. whether the development, or associated traffic, is likely to result in predicted levels of air pollutants close to a breach (i.e. leaving little headroom for future developments) of the Council's Air Quality Objectives (see also paragraph 6.3.6), and

4. whether to grant planning permission would conflict with, or render unworkable, elements of an Air Quality Action Plan.

5.8.6 Liaison with the Corporate Air Quality Management Team is required on all relevant applications. Developers should hold pre-application discussions with the Council, especially planning, pollution control and transport sections. It may also be necessary for the Environment Agency to be consulted at an early stage. An Air Quality Assessment may be required.

Where appropriate and where they do not duplicate other controls, conditions or obligations may be used to address the impact of a proposed development.

6. TRANSPORT

6.1 INTRODUCTION

6.1.1 A co-ordinated approach to land-use and transport planning is integral to ensuring sustainable development and improving accessibility. The safe movement of goods and people is crucial to improving competitiveness in the local economy, whereas traffic congestion and consequent unreliable public transport increases the costs imposed on businesses thereby reducing competitiveness. Mobility enhances the quality of life, provides access to employment and other facilities, for example retail and leisure. However, transport has a major impact on the environment, particularly through the effect of road traffic on air quality. Continued road traffic growth and major road building is not sustainable in the longer term.
The location and nature of development has a significant impact on the amount and mode of travel. An integrated approach is, therefore, required to tackle problems related to traffic and changes in travel behaviour, to achieve sustainable development, and to affect both travel demand, including the number and length of trips, and modal split.

6.1.2 The UDP's strategic aim is thus:

SA2: to encourage development in locations that will reduce the need for travel, promote the use of public transport and other sustainable modes, reduce the journey lengths of those trips which are made by car, whilst promoting safe travel, economic development and protection of the environment;

6.1.3 New development should be encouraged into locations that are accessible by a range of travel modes. This will encourage the use of alternative modes of transport other than the private car and also improve access to facilities for those without a car. Public transport needs to be reliable, safe and attractive to users and the measures adopted need to ensure the best use of transport assets for the effective and efficient movement of people.

6.1.4 Land use and transportation policies can have a crucial impact on the above. The UDP seeks to reconcile the demands of competing land uses and to ensure that the land use requirements of the competing activities can be met in sustainable locations. Detailed policies are set out in this chapter which when complemented by the Local Transport Plan are intended to contribute towards a safe, efficient and sustainable transport system which is available for all to benefit from.

6.2 STRATEGIC CONTEXT: TRANSPORT AND SUSTAINABLE DEVELOPMENT POLICIES

National Planning Policy Context

6.2.1 The Government's policies relating planning to transport and its objectives for movement and transport planning are set out in a series of Planning Policy Guidance Notes (PPGs) and Planning Policy Statements (PPSs).

6.2.2 PPG1 – General Policy and Principles (1997) emphasises the Government's commitment to sustainable development. In relation to transport, local authorities are advised to integrate their transport programmes and land-use policies in ways that help to:

- Reduce growth in the length and number of motorised journeys.
- Encourage alternative means of travel, which have less environmental impact, and hence
- Reduce reliance on the private car.

It advises that the planning system should:

- Influence the location of different types of development relative to transport.
- Foster forms of development which encourage walking, cycling, and public transport use.

6.2.3 PPG12 - Development Plans (1999) stresses the role of development plans in integrating transport and land-use policies. The UDP should be in accordance with regional and local transport plans to create sustainable forms of development.

6.2.4 The Transport White Paper 'A New Deal for Transport: Better for Everyone' (1998) aims to achieve a better balance so that people are encouraged to use more environmentally friendly modes, such as public transport, and to use the car less. It aims to deliver an integrated transport policy, not only integrating different types of transport, but integrating transport with environmental and land-use planning policies.

6.2.5 The need to achieve sustainability and reducing the demand for travel are the main themes running through PPG13 – Transport (2001). PPG13 has three main objectives which are:

- Promote more sustainable transport choices.
- Promote accessibility to facilities and services by public transport, walking and cycling.
- Reduce the need to travel, especially by car.

Regional Planning Policy Context

6.2.6 RPG12: Yorkshire and the Humber (October 2001) provides the regional spatial strategy within which local authority development plans and local transport plans can be prepared. Chapter 7 of RPG12 is the "Regional Transport Strategy" and provides policy guidance for land use planning, transport infrastructure planning and demand management, which is consistent with the latest Government guidance. It picks up and elaborates on national guidance, especially in the area of:

- Integrating different transport modes and transport with other land use activities.
- sustainable transport and development.
- improved accessibility in an equitable and socially inclusive manner.
- reducing the need to travel especially by car.

Sub-Regional/Local Planning Policy Context

6.2.7 The West Yorkshire local authorities and Metro (the West Yorkshire Passenger Transport Executive) have collaborated to produce a joint Local Transport Plan which sets out a strategy and investment plan for the development of the West Yorkshire transport system over the five years to 2006. The West Yorkshire Local Transport Plan (WYLTP) reflects both the contextual national and regional guidance and the particular needs of the sub-region. The July 2000 WYLTP presents a West Yorkshire Transport Vision Statement which embraces the common themes of the individual visions for the future which each of the five constituent districts has. Prominent amongst the Transport Visions objectives are integration, sustainable growth, social inclusion and equal opportunities for access to transport, reduction of road traffic, and promotion of alternative modes of transport to the car.

6.2.8 No separate transport strategy for Leeds alone has been prepared since 1991 as policies have been consolidated into the WYLTP. However, the “Vision for Leeds” (1998) restated the Transport Strategy and Leeds’ local strategic partnership, the Leeds Initiative, has through the Leeds Integrated Transport Partnership published in July 2002 "Integrated Local Transport for Leeds" summarised the key transport plans in the WYLTP as they affect Leeds for the next ten years. The “Vision for Leeds” (2004-2020) is also in conformity with the UDP Review transport policies.

Leeds Supertram

6.2.9 Shortly before the publication of the Leeds UDP Review Inspector’s Report in November 2005, Central Government announced that it could not support proposals to re-instate the Leeds Supertram scheme following the withdrawal of funding for the tram proposal in July 2004.

6.2.10 Clearly this decision has major implications for the City and a range of strategic, policy and implementation issues. In taking the City's transport strategy forward, the City Council is actively pursuing a range of alternatives and options with a number of partners and stakeholders including the West Yorkshire PTE and Central Government. Given the nature of these issues and the necessary processes to carefully consider the next steps, alternatives to the Supertram proposals will take time to become established.

6.2.11 In parallel to this approach, and following the Adoption of the UDP Review, the City Council is keen to continue to move towards the Local Development Framework (LDF), as part of the new Development Plan system (introduced as part of the Planning & Compulsory Purchase Act 2004). Integral to the Adopted UDP (2001) and UDP Review (2006) are a number of specific policies, proposals and cross references to the Leeds Supertram. Given the on-going work to develop alternative public transport proposals to the Leeds Supertram and the desire for early Adoption of the Review, no specific Modifications were made in the Review to delete references to the "Leeds Supertram". Clearly, once alternative public transport proposals have been developed, these in turn will need to be incorporated and developed where appropriate as part of the LDF process.

6.3 MAIN POLICIES

6.3.1 Following the previous comments, the approach of the UDP towards transport issues is reflected throughout the Plan in its control over the pattern of land uses. In terms specifically of transport infrastructure, the UDP transport strategy focuses in particular on public transport, reflected in the following strategic principle:

SP4: Priority in the introduction of new transport infrastructure is given to supporting public transport (including new forms), with some limited new road building.

6.3.2 In accordance with the key elements of the adopted WYLTP, Policy T1 reproduces the list of key themes on which the main transport resources will be targeted:

T1: TRANSPORT INVESTMENT WILL BE DIRECTED TOWARDS:

i. IMPROVING THE QUALITY AND PROVISION MADE FOR ALTERNATIVE MODES TO THE CAR AND LORRY – BY IMPROVING FACILITIES FOR PUBLIC TRANSPORT AND OTHER SUSTAINABLE MODES INCLUDING WALKING AND CYCLING, PROMOTING BEST PRACTICE FOR

FREIGHT DISTRIBUTION AND FACILITATING GREATER USE OF RAIL AND WATERWAYS FOR FREIGHT MOVEMENT;

ii. MANAGING THE USE AND CONDITION OF THE HIGHWAY – BY IMPLEMENTING COMPREHENSIVE STRATEGIES FOR IMPROVING ROAD SAFETY AND THE MANAGEMENT AND MAINTENANCE OF THE HIGHWAY NETWORK, BRIDGES AND STRUCTURES;

iii. MANAGING THE DEMAND FOR TRAVEL – BY USE OF TRAVEL DEMAND MANAGEMENT MEASURES, PROMOTING THE ALTERNATIVES TO CAR USE, SUPPORTING INITIATIVES AND WORKING PRACTICES WHICH REDUCE THE NEED TO TRAVEL, IMPLEMENTING TRAVELWISE INITIATIVES AND ENCOURAGING THE DEVELOPMENT OF TRAVEL PLANS;

iv. PROMOTING SOCIAL INCLUSION – BY IMPROVING FACILITIES FOR PEOPLE WITH IMPAIRED MOBILITY, IMPROVING ACCESS FOR PEOPLE FROM DEPRIVED COMMUNITIES AND SECURING PERSONAL SAFETY FOR TRANSPORT USERS;

v. ENCOURAGING THE GREATER INTEGRATION BETWEEN TRAVEL MODES THROUGH SUPPORT FOR BETTER INTERCHANGE BETWEEN AND WITHIN TRAVEL MODES AND MEASURES WHICH BROADEN THE RANGE AND OPPORTUNITY FOR JOURNEYS TO BE MADE BY PUBLIC TRANSPORT.

6.3.3 The UDP provides a strategy for the distribution of new development in the following Chapters. As the discussion in each case indicates, the pattern of new development proposed is significantly influenced by existing transport capacity constraints and opportunities, and by the need to take advantage of the scope provided by planned major transport infrastructure investment (for example the new M1-A1 road and the Supertram system). Consideration of development proposals not planned in the UDP (because they are below the 1 hectare size threshold for new proposals, or are otherwise unexpected i.e. "windfall" developments) needs to ensure that no new transport and highway problems are created, or existing ones exacerbated, requiring treatment under Policy T2:

T2: NEW DEVELOPMENT SHOULD NORMALLY:

i. BE SERVED ADEQUATELY BY EXISTING OR PROGRAMMED HIGHWAYS OR BY IMPROVEMENTS TO THE HIGHWAY NETWORK WHICH ARE FUNDED BY THE DEVELOPER VIA PLANNING CONDITIONS ON PLANNING PERMISSIONS OR PLANNING OBLIGATIONS, AND WILL NOT CREATE OR MATERIALLY ADD TO PROBLEMS OF SAFETY, ENVIRONMENT OR EFFICIENCY ON THE HIGHWAY NETWORK; AND

ii. BE CAPABLE OF BEING ADEQUATELY SERVED BY PUBLIC TRANSPORT AND TAXI SERVICES AND SHOULD ENSURE THAT NECESSARY INFRASTRUCTURE FOR NEW SERVICES IS INCLUDED IN THE DEVELOPMENT; AND

iii. MAKE ADEQUATE PROVISION FOR EASY, SAFE AND SECURE CYCLE USE AND PARKING; AND

iv. ADDITIONALLY IN THE CASE OF RESIDENTIAL DEVELOPMENT, BE WITHIN CONVENIENT WALKING DISTANCE OF LOCAL FACILITIES AND DOES NOT CREATE PROBLEMS OF PERSONAL ACCESSIBILITY.

6.3.4 The Highway Agency is responsible for motorways and trunk roads and developments affecting such roads will need to be subject to consultation with and the agreement of the Agency.

TRANSPORT ASSESSMENTS

6.3.5 PPG13 advises that where new developments are likely to have significant transport implications, developers will be required to prepare and submit Transport Assessments alongside their planning applications. Guidance on what would be deemed significant or material is set down in SPG5 Annex A; and, specifically in relation to the impact on the trunk road and motorway network, in DTLR Circular Roads 04/2001. In relation to the threshold of what is considered to be ‘significant’ in terms of Policy T2B please refer to para. 6.3.18.

6.3.6 Transport Assessments enable local planning authorities to assess such planning applications and provide the basis for discussion on the details of schemes. The scope of Transport Assessments should reflect the scale of development. For example, proposals will need to demonstrate accessibility to the site by all modes of transport in addition to the likely modal split. Details should also be provided of necessary measures to

improve access by walking, cycling and public transport, the mitigation of transport impacts and the achievement of the best practicable sustainable balance of travel mode, and the reduction of the need for parking associated with the development.

6.3.7 Development particularly comprising jobs, retail and leisure should not be designed on the assumption that the car will represent the only realistic means of access for the vast majority of people. Where developments of this nature are proposed outside the preferred locations identified and advocated in this UDP, the onus will be on the developer to demonstrate a transport case for the location and illustrate how the accessibility of the proposed development by all modes compares with other possible sites.

6.3.8 Smaller development proposals may not have significant transport implications but the cumulative effect of these developments can also undermine the effectiveness of the local transport strategy as well as having environmental implications, for example on air quality. In the case of developments that form part of a larger proposal the Transport Assessment must identify the mechanism for delivering the necessary transport measures as the smaller individual development proposals come forward.

T2B: ALL PLANNING APPLICATIONS LIKELY TO GENERATE SIGNIFICANT TRAVEL DEMAND MUST BE ACCOMPANIED BY A TRANSPORT ASSESSMENT.

TRAVEL PLANS

6.3.9 A Travel Plan is a strategy for managing multi-modal access to a site or development, focussing on encouraging and promoting access by sustainable modes. Effective Travel Plans can bring benefits both to existing communities and to new or expanding developments. They can assist in reducing traffic congestion, widening accessibility and reducing air pollution and other environmental impacts.

6.3.10 PPG13 advises that it would be appropriate for local planning authorities to require planning applications to be accompanied by a Travel Plan for developments which would generate significant amounts of travel. SPG5 Annex A defines those developments which the City Council expects to be significant generators of travel demand. In relation to the threshold of what is considered to be ‘significant’ in terms of Policy T2C please refer to para. 6.3.18.

6.3.11 The planning process, in particular development control, gives an opportunity to seek to modify travel demands and habits. This can be through a requirement for travel plans to be submitted either alongside planning applications or as a result of legal agreements entered into

through section 106 of the Town & Country Planning Act 1990 (as amended by the Planning & Compensation Act 1991) or via a planning condition. For speculative proposals, where the identity of the end users is unknown, an interim Travel Plan should accompany the planning application to set out matters that need to be agreed prior to development taking place, and to provide a framework and timetable for later submission of a final, detailed Plan.

6.3.12 The presence of a Travel Plan will not be seen as mitigating the effects of a poor location, nor will it override the need to provide essential development related infrastructure such as measures to improve/increase walking, cycling links, public transport services and infrastructure or highway improvements.

T2C: ALL PLANNING APPLICATIONS WHICH ARE SIGNIFICANT GENERATORS OF TRAVEL DEMAND MUST BE ACCOMPANIED BY A TRAVEL PLAN.

PUBLIC TRANSPORT CONTRIBUTIONS

6.3.13 Development should be located where it is most accessible by sustainable modes of travel that have the capacity to cater for the additional trips generated as a result of the use proposed.

6.3.14 Where extra demand is placed on the public transport system via development proposals and the impact would be unacceptable, the Council in consultation with Metro (West Yorkshire Passenger Transport Executive) will consider what measures are required to mitigate this. National policies advocate this approach (i.e. PPG13 & Circular 05/2005) which also includes the use of contributions to improve accessibility through improved public transport infrastructure or services. Measures required will be strictly and proportionally related to the development in question and will not be used to rectify existing problems unless the development would exacerbate an already unacceptable situation. However, not every development can be made acceptable in public transport terms; sometimes it might just be the wrong use in the wrong location; or the proposal may need amendment in terms of design and scale.

6.3.15 Contributions by developers therefore need to ensure that public transport becomes a genuine alternative to the car that will significantly affect the modal split of travel to a development. Consequently, where development cannot be served adequately by public transport, planning applications may still be refused through this and other policies in the plan, and in the context of regional and national planning guidance.

6.3.16 Contributions to public transport over the life of the development would be unrealistic, but they should at least cover the initial years following the

completion of the development. Contributions include those towards the operating cost of services, the capital and operating cost of facilities and Metrocard multi-modal public transport tickets. However, services provided need to be viable in the long term. Therefore, developer contributions may be required where necessary to pump prime public transport improvement measures in areas where public transport accessibility is unacceptable.

6.3.17 It is essential to provide a genuinely attractive option of public transport early in the life of the development to provide users with a realistic alternative rather than becoming dependent on the car. It is not enough to anticipate that public transport operators will provide a service. Developers should discuss provision with Metro, public transport operators and the Council at an early stage. The appraisal and impact of prospective public transport interventions should be taken into account in the Transport Assessment. A SPD will be produced to provide guidance and further details.

6.3.18 In relation to the threshold of what is considered to be 'significant' in terms of Policy, the Adopted SPG5 fully acknowledges that in order to take account of the cumulative impact of new development, it could be argued that all new schemes should be liable to contributions to the necessary public transport infrastructure enhancements. However, it was considered to be inappropriate to seek contributions from small scale developments that did not generate or attract significant numbers of trips. Nor was it considered that this should apply to 'major' developments only. It is considered that the threshold of 250 trips per day is a level of trips which would, if catered for solely by the private car, aggravate existing problems of congestion and pollution in the City including accounting for the potential cumulative impact of such developments on the network. The review of draft SPG5A will assess whether it is still appropriate to use 250 trips as a determinant for what is considered to be 'significant' and how it will be applied in practice as far as Transport Assessments, Travel Plans, and seeking public transport contributions is concerned.

T2D: WHERE PUBLIC TRANSPORT ACCESSIBILITY TO A PROPOSAL WOULD OTHERWISE BE UNACCEPTABLE, THE COUNCIL WILL SEEK DEVELOPER CONTRIBUTIONS OR ACTION TO MAKE ENHANCEMENTS, THE NEED FOR WHICH ARISES FROM THE PROPOSAL:

- **TO LINK THE SITE TO PUBLIC TRANSPORT; AND/OR**
- **TO PROVIDE ADDITIONAL CAPACITY TO THE NETWORK; AND/OR**
- **TO IMPROVE PUBLIC TRANSPORT ENTRY POINTS; AND/OR**

- **TO SUPPORT SERVICE IMPROVEMENTS WHERE REQUIRED TO ACHIEVE APPROPRIATE LEVELS OF ACCESSIBILITY.**

WHEREVER POSSIBLE MEASURES SHOULD BE COMPLETED BEFORE THE DEVELOPMENT IS COMPLETED/OPERATIONAL.

6.3.19 In some cases, there may be overriding reasons why it is desirable to achieve certain commercial, industrial or residential developments, which are being frustrated by access problems. In these circumstances, the City Council may consider the provision of access roads in order to ensure that the development and its desirable benefits can be implemented, giving priority (in line with Policy T31 below) to schemes encouraging road, rail or canal freight transfer:

T3: WHERE ACCESS TO COMMERCIAL, INDUSTRIAL OR RESIDENTIAL SITES BY EXISTING PUBLIC HIGHWAYS IS INADEQUATE AND DEVELOPMENT IS BEING EITHER UNREASONABLY DELAYED OR DEVELOPERS HAVE LIMITED POWERS TO SECURE ACCESS FOR THEMSELVES, THE CITY COUNCIL WILL CONSIDER PROVISION OF ACCESS ROADS TO SITES, GIVING PRIORITY TO SCHEMES WHICH WOULD ENCOURAGE THE TRANSFER OF FREIGHT FROM ROAD TO RAIL OR CANAL.

Provision for non-vehicular users and people with special needs

6.3.20 As part of measures to make the City Centre a more pleasant, attractive and safe place to visit, extensive pedestrianisation has been achieved. The closure of Briggate to all traffic has been completed and an enhanced pedestrianisation scheme is being implemented. Likewise improvements for pedestrians have been made at City Square and Millennium Square. These improvements are making the City Centre environment more pleasant for pedestrians and enhancing their safety and comfort. As the City Centre continues to develop further pedestrianisation schemes will be considered at appropriate locations.

6.3.21 Pedestrianisation has not been limited to the City Centre. Purpose-built District Centres such as Hunslet already benefit from a traffic-free environment, and street closure and restricted access for parts of Morley and Rothwell Town Centres have been completed. Where appropriate, other centres (considered in Chapter 9 on shopping) will benefit in the same way as the City Centre from traffic calming and an enhanced pedestrian environment:

T4: PEDESTRIANISATION AND TRAFFIC CALMING SCHEMES IN THE CITY CENTRE AND IN THE TOWN CENTRES IDENTIFIED IN POLICY S2 WILL BE BROUGHT FORWARD WHERE APPROPRIATE.

6.3.22 Within the design of all highway schemes and new developments the needs of pedestrians and cyclists must be properly taken into account. Where appropriate special facilities should be introduced to produce conditions which are safe and secure, both in terms of minimising conflict with road vehicles and of personal safety, minimising opportunities for crime and violence:

T5: SATISFACTORY SAFE AND SECURE ACCESS AND PROVISION FOR PEDESTRIANS AND CYCLISTS WILL BE REQUIRED WITHIN HIGHWAY SCHEMES AND NEW DEVELOPMENT.

6.3.23 The special needs of disabled and less mobile people are fully acknowledged, as pedestrians, public transport users and as drivers. Specific provision will be required within new highway and paving schemes, and within new development. This provision could include specific parking bays and dropped kerbs. A "Shopmobility" centre for wheelchair and scooter loan has been established in the City Centre (1992); it is hoped to provide more facilities of this kind to improve accessibility for disabled people. Access to new developments, particularly to buildings open to the general public, will need to satisfy the requirements of disabled people and other people with mobility impairments:

T6: SATISFACTORY ACCESS AND PROVISION FOR DISABLED PEOPLE AND OTHER PEOPLE WITH MOBILITY PROBLEMS WILL BE REQUIRED WITHIN HIGHWAY AND PAVING SCHEMES, AND WITHIN NEW DEVELOPMENT.

6.3.24 Cycling is a healthy, non-polluting activity and is a very efficient way of travelling relatively short distances. It is a flexible form of transport capable of following routes not available to larger vehicles without detriment to the environment, and can be enjoyed by all age groups. Together with the development of safe cycle routes, provision for cycle parking within new development proposals will assist in the promotion of

cycling as an increasingly important component of the WYLTP.

6.3.25 Cyclists are often discouraged through concerns about road danger, traffic and pollution from cycling to work or for pleasure. Cycle routes, advisory signing and other priority measures help to overcome some of these problems and encourage cycle usage. Priority needs to be given to routes which are attractive to cyclists themselves. There is a commitment to provide routes along the Headingley corridor, a major spur of the Trans-Pennine Trail along the Waterways Corridor, across the city along the waterfront and in the Wykebeck Valley as well as completion of National Cycle Network Route 66 in the Wetherby area. These are shown on the Proposals Map. Further cycle routes and cycle parking facilities are also being identified and developed, and these will need to be included where appropriate in new development proposals. Theft is a major concern to cyclists and deterrent to their use, appropriate and secure parking is therefore an essential part of WYLTP policies. Guidelines for cycle parking are included with car parking guidelines in Appendix 9 in Volume 2:

T7: DEVELOPMENT OF NEW AND IMPROVED CYCLE ROUTES AND FACILITIES WILL BE PROMOTED AND PROTECTED FROM DEVELOPMENT WHERE POSSIBLE.

T7A: SECURE CYCLE PARKING, REFLECTING THE GUIDELINES CONTAINED IN APPENDIX 9 IN VOLUME 2, WILL NORMALLY BE REQUIRED IN ASSOCIATION WITH NEW DEVELOPMENTS.

6.3.26 In a similar way to pedal cycles, the theft of motorcycles is recognised as a major issue and potential deterrent to motorcycling. The WYLTP has recognised this and increasing provision is being made for the on-street secure parking of motorcycles, it is important that such provision is also replicated at an appropriate level within developments.

T7B: SECURE MOTOR CYCLE PARKING, REFLECTING THE GUIDELINES CONTAINED IN APPENDIX 9 IN VOLUME 2, WILL BE REQUIRED IN ASSOCIATION WITH NEW DEVELOPMENTS

6.3.27 Whilst it is recognised that industrial traffic is essential to the economic

well being of industry, commerce and the community, industrial traffic can in the wrong places cause a nuisance by noise, fumes, visual intrusion, vibration and general road safety. Industrial traffic should be steered away from environmentally sensitive areas, particularly where people live, shop and take recreation. Suitable routes will be investigated:

T8: THE MOVEMENT OF INDUSTRIAL TRAFFIC THROUGH ENVIRONMENTALLY SENSITIVE AREAS WILL BE RESTRICTED WHERE SUITABLE ALTERNATIVE ROUTES EXIST.

6.4 TRANSPORT PROPOSALS

1. Public Transport proposals

General

6.4.1 The WYLTP recognises the need to develop an improved and effective public transport system which would not only raise the quality for existing users and provide improved essential transport for those without private transport means, but would also cater for generally growing travel demands and provide an attractive alternative to the car. Public transport, when working effectively, is clearly a more resource efficient and environmentally friendly method of transport. There are already congestion and environmental problems associated with the growing use of the private car. With the continued growth forecasts for car ownership and usage, it is necessary to try and encourage all forms of public transport, and especially those which can attract people from their cars and help minimise environmental problems. In order to meet these objectives, it is important that provision can be made for public transport in new development. Accordingly:

T9: AN EFFECTIVE PUBLIC TRANSPORT SERVICE WILL BE ENCOURAGED AND SUPPORTED WHERE PRACTICABLE TO GIVE APPROPRIATE ACCESS TO EMPLOYMENT, SHOPS, EDUCATION, HEALTH, RECREATION AND OTHER SOCIAL AND COMMUNITY FACILITIES. PUBLIC TRANSPORT INITIATIVES WHICH PURSUE THESE AIMS WILL GENERALLY BE SUPPORTED.

Rail

6.4.2 Improving rail services is a key part of the WYLTP. Leeds is the focal point of West Yorkshire's rail network. Nearly 70,000 passengers a day use Leeds Station and around two thirds of West Yorkshire rail

passengers pass through it at the start or finish of their journey. The station has been comprehensively redeveloped to provide additional track and platform capacity. This should result in improved reliability and creates opportunities to expand local and inter-city services. However, elsewhere on the local rail network the capacity for the further development of local rail services is restricted by the existing infrastructure and rolling stock. Significant enhancements to both stations, signalling and track as well additional rolling stock will be required to realise the potential of the local network and such proposals will be supported.

6.4.3 Over recent years Metro has shown that investment in the rail network can be successful. This is reflected in the increase of passenger numbers from 11.5 million in 1994 to 16.6 million in 2002, an underlying growth of 6 per cent per annum.

T10: THE DEVELOPMENT OF THE LOCAL RAIL NETWORK WILL BE SUPPORTED SO AS TO MAXIMISE ITS POTENTIAL CONTRIBUTION TO THE PUBLIC TRANSPORT NETWORK

T10A: FORMER RAIL LINES WILL BE SAFEGUARDED FOR POSSIBLE USE AS CYCLEWAYS/ WALKWAYS AT:

1. **STANKS TO SCHOLES**
2. **OTLEY TO POOL**
3. **ALLERTON BYWATER**

6.4.4 A number of former rail-lines have been identified which offer the prospect for the development of good off-road cycle routes as part of a long term network of such routes across Leeds and linking with routes in adjacent districts. Much of these prospective routes are already informally used by walkers and may have potential for cycle use. By safeguarding the routes from development for these uses, the possibility of future use of the routes for public transport improvements, which may come forward, would not be precluded.

6.4.5 The provision of additional Metro Train stations in suitable locations would improve accessibility and increase patronage of the railway network, and is included in the WYLTP. Support will be given to the PTA's priority for the provision of stations serving a substantial catchment of existing or planned development or offering wider transport benefits (including park-and-ride potential). Existing development may be sufficient to sustain new stations at locations including Armley, Beeston, Horsforth (Woodside), Kirkstall, Methley, Osmondthorpe and White Rose Centre. New development proposals in the UDP may justify stations at Elland Road and Austhorpe (Thorpe Park). New stations at Ardsley, Calverley and

Arthington would be primarily planned as Park and Ride facilities and Leeds Parish Church/Marsh Lane would provide interchange facility with the bus and coach stations. Some of these stations are currently under consideration with possible construction within the second LTP period (2006-2011). These locations are identified in Railplan 5 for consideration up to 2020 but with no firm dates. Their status is very much at the early stages of planning and subject to many factors such as the possible expansion of the LRT network, the availability of resources for construction and to address any other related infrastructure and service constraints:

T11: PROVISION OF NEW RAILWAY STATIONS WILL GENERALLY BE SUPPORTED.

New forms of public transport: Supertram and Guided Bus

6.4.6 An essential part of the WYLTP will be the provision of new forms of transport to carry passengers speedily and safely into the City Centre. The UDP needs to reflect this approach, for example by reserving land and making related development proposals. In general:

T12: THE INTRODUCTION OF NEW MODERN FORMS OF PUBLIC TRANSPORT SUCH AS SUPERTRAM AND GUIDED BUS WILL BE SUPPORTED.

6.4.7 On the basis of detailed studies, and with strong public support, a Light Rapid Transit "Supertram" system is considered most appropriate for Leeds, especially if linked with Park-and-Ride car parks on the edges of the main urban area (see paras. 6.4.16-19 below).

6.4.8 It is proposed to construct a City-wide network of Supertram lines (and Guided Bus routes - see para. 6.4.11 below), covering principally those corridors where no rail links exists. Diagram 2 illustrates this principle: Supertram lines are proposed in the South, North West (Headingley), and East sectors of the main urban area of Leeds. Statutory powers and funding has been granted for the construction of Leeds Supertram and work is proceeding to implement the network on which services are planned to begin in 2008. This network will serve local communities, commuters along each of the major corridors served and through the provision of Park and Ride facilities a wider catchment area. Supertram or other Rapid Transit system will help encourage journeys to be made by public transport rather than by car and thus will contribute to sustainability both in general and in the communities through which they pass. This will be a factor to be taken into account in decisions on the future location,

scale and character of development along the routes.

T13: THE LINES OF THE PROPOSED SUPERTRAM ROUTES TO SOUTH LEEDS, HEADINGLEY AND EAST LEEDS, AND POTENTIAL STATION SITES, WILL BE RESERVED AND PROTECTED.

6.4.9 All these routes will, therefore, need to be safeguarded from other development in order to ensure that the proposals for the approved Supertram routes can be implemented.

6.4.10 Supertram routes will, wherever possible, be segregated from road traffic, running on road verges or central reservations. All planned routes will link outer suburbs with the City Centre, be provided with Park-and-Ride facilities, carefully planned to fit in with the street environment, integrated with traffic and bus operations, and will link key City Centre locations, for example Leeds Station. All Supertram stations will be at ground level, offering ease of access for those people with mobility difficulties, and will enhance the attractiveness and image of the City.

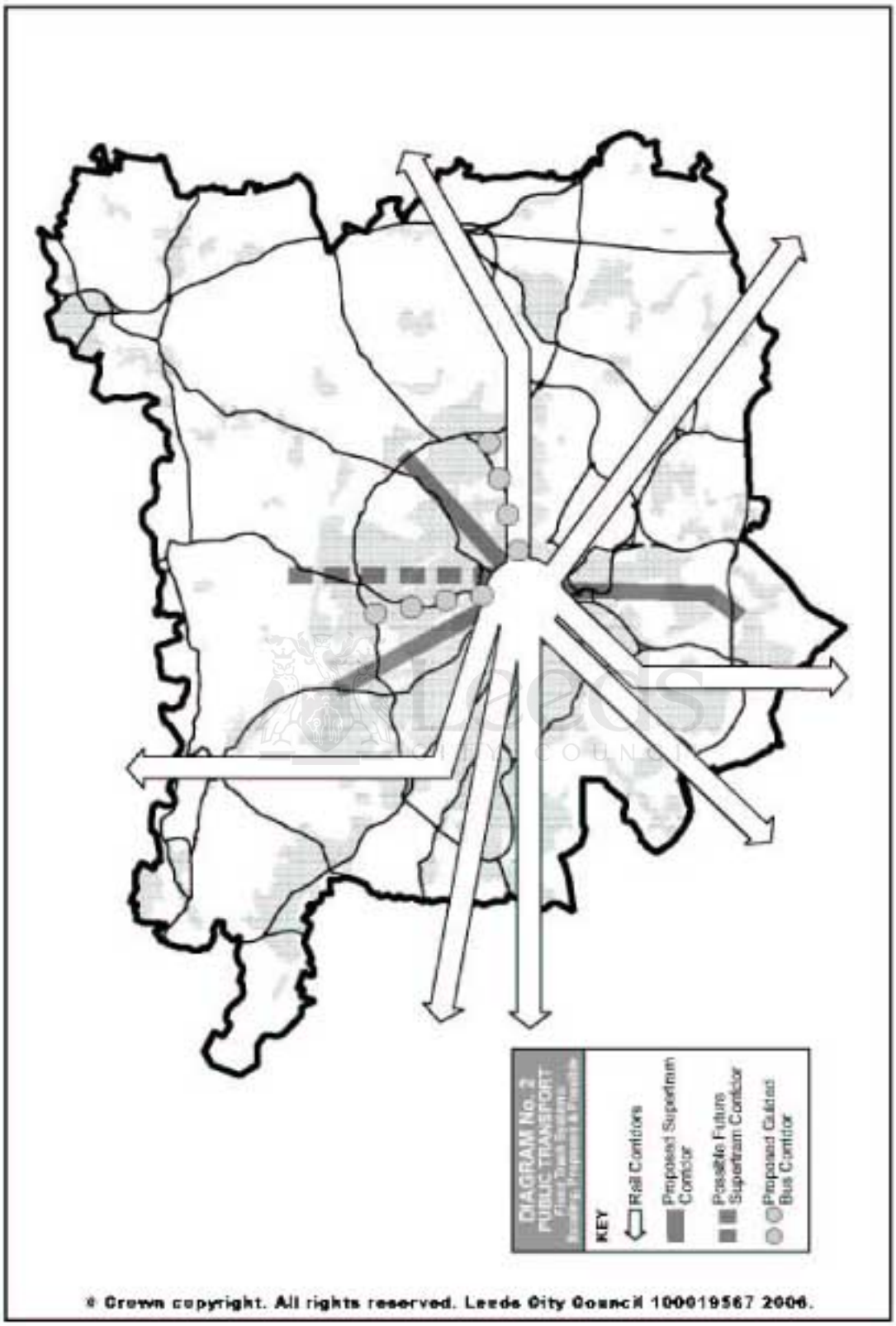
6.4.11 Complementing Supertram, Quality Bus Corridors which make extensive use of guided busways and bus lanes and other priority measures are also being considered. This system allows buses to use local roads in the suburbs before joining segregated guideways or bus lanes to bypass congestion on the main radial roads. These measures could speed up journeys on a number of routes. Quality Bus Corridors have now been completed on Scott Hall Road and York Road/Selby Road and further busway/bus lane based proposals have been prepared for Kirkstall Road.

6.4.12 In the longer term, both systems could be expanded further:

T14: FURTHER CORRIDORS WITH POTENTIAL FOR SUPERTRAM, GUIDED BUS OR BUSWAY SERVING OTHER PARTS OF THE DISTRICT WILL BE INVESTIGATED AND WHERE APPROPRIATE, BROUGHT FORWARD FOR IMPLEMENTATION.

Bus and Coach

6.4.13 Bus services account for around 95% of all journeys by public transport in West Yorkshire, and 16% of all commuter journeys. Buses are potentially up to 25 times more efficient in their use of road space for moving people than private cars. It is therefore far more efficient use of road space to give priority to buses, thus maintaining and improving journey speeds and most importantly improving the reliability of buses.



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6.4.14 A wide range of proposals are put forward in the West Yorkshire Bus Strategy which forms part of the WYLTP. Most of these are not specifically land use planning matters, but include not only Guided Bus but also the provision of bus lanes which remove buses from general traffic congestion, signal priority measures at junctions to reduce delays to approaching buses, improved ticket systems and better design of vehicles with particular attention to access for disabled people. Within the City Centre, traffic measures are proposed which will improve bus movements in the City Centre and make bus travel more attractive. Chapter 13 considers these in more detail. In addition, in order to provide for the future full accessibility of bus services by disabled people, measures are being developed and implemented at bus stops to complement the introduction of low floor accessible vehicles, including raised kerbs and measures to prevent illegal parking. Accordingly:

T15: MEASURES TO GIVE PRIORITY TO BUS MOVEMENTS AND IMPROVE VEHICLE ACCESSIBILITY WILL BE SUPPORTED.

6.4.15 Bus deregulation means that the basic pattern of bus services is determined by private operators, with only a limited number being influenced by support from Metro to support non-commercial, but socially necessary services. Whilst bus patronage may be influenced by land use proposals and by the type of priority measures described above, the UDP cannot be sure that particular services will continue to operate and provide the desirable level of accessibility for residents.

Park-and-Ride facilities

6.4.16 Encouragement to the establishment of Park-and-Ride facilities is an important part of the WYLTP. Although these facilities may take some time to develop and become an established feature of travel behaviour, ultimately they offer significant scope to reduce the growth in car usage, particularly of car commuting into the City Centre. Park-and-Ride facilities could be developed in association with each of the modes of public transport.

6.4.17 To encourage further train use, Park-and-Ride facilities need to be developed at existing and proposed rail stations, including secure cycle parking. Whilst limited facilities are already provided at most existing stations there is likely to be a need for increased capacity. There are opportunities for the provision of new Park-and-Ride stations at locations on the network, subject to the resolution of local access and highway matters.

6.4.18 Park-and-ride facilities at or near the outer ends of the Supertram routes will offer visitors and commuters the chance to leave their cars in a secure

place and travel easily and comfortably into the City Centre. These facilities are essential to the successful operation of the Supertram system. Similarly, the scope for park-and-ride facilities associated with bus services (including Quality Bus Corridors both conventional and Guided Busway) needs to be investigated, and support given where possible.

6.4.19 In order to plan ahead, where possible it is necessary to identify suitable sites now and to safeguard them for Park-and-Ride facilities. The criteria used for identifying suitable sites for guided bus and Supertram sites differed but proximity to proposed routes and size were key factors. For want of site opportunities of sufficient scale it has proved unavoidable to allocate 2 Park and Ride sites in the Green Belt. By so doing the Plan gives clear forewarning of a significant future land use to interested parties but avoids the site being regarded as available for any other development purpose than park and ride. The landscape design style of these 2 developments will be directed to maximising the compatibility of the park and ride sites with the surrounding landscape character. The possibility of obtaining developer contributions through planning obligations will be considered. Suitable locations are identified on the Proposals Map:

T16: PLANNING PERMISSION WILL BE GRANTED FOR PARK AND RIDE FACILITIES ASSOCIATED WITH RAILWAY STATIONS, RAPID TRANSIT SYSTEMS AND QUALITY BUS SERVICES, SUBJECT TO EVALUATION AGAINST THE FOLLOWING CRITERIA BEING MET. SUITABLE PROPOSALS SHOULD:

- **DEMONSTRATE A POSITIVE CONTRIBUTION TO THE OBJECTIVES AND TARGETS OF THE LOCAL TRANSPORT STRATEGY (THE LOCAL TRANSPORT PLAN),**
- **BE DERIVED FROM A THOROUGH ASSESSMENT OF POSSIBLE SITES,**
- **BE ACCEPTABLE IN TERMS OF IMPACT ON LOCAL AMENITY,**
- **BE ACCEPTABLE IN TERMS OF TRAVEL IMPACTS, INCLUDING TRAFFIC REDUCTION AND GENERATION,**
- **BE SITED AND DESIGNED TO MAXIMIZE ACCESSIBILITY BY NON-CAR MODES NOTABLY WALKING AND CYCLING.**

WHERE THEIR USE IS APPROPRIATE, SCHEMES NEED TO BE DESIGNED AND IMPLEMENTED IN ASSOCIATION WITH OTHER MEASURES, SUCH AS PUBLIC TRANSPORT IMPROVEMENTS, TRAFFIC MANAGEMENT AND PARKING CONTROLS.

PROPOSALS TO DEVELOP PARK AND RIDE SITES IN THE GREEN BELT WILL BE JUDGED IN ACCORDANCE WITH THE ADVICE CONTAINED IN PLANNING POLICY GUIDANCE NOTE 2

T17: LAND IS ALLOCATED FOR PARK AND RIDE PARKING AND RELATED FACILITIES AT THE FOLLOWING LOCATIONS:

1. **STOURTON NORTH (SUPERTRAM – SOUTH LEEDS LINE);**
2. **BODINGTON, ADEL (SUPERTRAM – NORTH LEEDS LINE);**
3. **ADJACENT TO THE A64, SWARCLIFFE (SUPERTRAM - EAST LEEDS LINE);**
4. **LINGFIELD APPROACH, MOORTOWN;**
5. **PUDSEY STATION;**
6. **THORPE LANE/BRADFORD ROAD, TINGLEY (SUPERTRAM – SOUTH LEEDS LINE);**
7. **HARROGATE ROAD, ALWOODLEY GATES.**

2. Highway Proposals

6.4.20 At a strategic level, one of the WYLTP and UDP's key elements is *to* concentrate traffic onto the "Strategic Highway Network" which:

i. focuses longer distance and regional through traffic flows towards the Primary Route Network and away from the urban area generally;

ii. defines a network of major routes across the District to improve accessibility and distribution across the urban area of long distance inter-urban traffic and local intra-city journeys;

iii. provides a framework for the identification of appropriate radial routes for express and core public transport services and routes;

iv. facilitates the development of better management of traffic flows within the City Centre which will improve access for public transport and pedestrian movement, and offer environmental benefits and increased safety;

v. assist in development control and the determination of land use proposals;

vi. assist in the development and implementation of traffic calming schemes, with particular reference to road safety;

vii. assist in the development of routeing and traffic signing strategies;

viii guide the allocation of highway construction, enhancement and maintenance resources;

ix be used in Local Transport Plan submissions and bids for Government transport funding allocations for capital maintenance and improvements and other resources to support the network.

6.4.21 In developing the Strategic Highway Network, the UDP takes account of the Department for Transport and Highways Agency's published programmes of trunk and motorway improvements. However, bearing in mind the consolidation of the trunk road network through the "de-trunking" process to a smaller core network of national strategic routes, the City Council, which is now responsible for all roads within the district with the exception of the M1, M62 & M621 Motorways and A1 & A64 trunk roads, will attempt to maximise their potential for removing extraneous traffic from the non Primary routes by the effective management and targeting of improvements to secure a more integrated approach to the management of strategic traffic flows. Highway proposals will be developed in the context of the WYLTP and latest government guidance in policy, implementation and design. This should lead to a more comprehensive approach to highway proposals.

6.4.22 Particular attention will be given to non-car users, pedestrians and cyclists in terms of their needs and provision of facilities. Environmental matters will also receive greater attention in terms of appraisal, design and implementation, reflecting the greater weight now given to all aspects of the environment.

6.4.23 The resulting Strategic Highway Network (Policy T18 below) therefore includes both road improvements to the national core network as proposed by the Department for Transport (Policy T19) and those supported by the City Council under Policy T20. The network and both sets of proposals are shown on the Proposals Map and listed, in detail, within Policies T19 and T20 respectively.

6.4.24 Reflecting Policy T1, and the issues set out in para. 6.3.2, priority for investment to maintain highways will be given to the Strategic Highway Network:

T18: PRIORITY WILL BE GIVEN TO THE DEFINED STRATEGIC HIGHWAY NETWORK IN THE ALLOCATION OF RESOURCES FOR INVESTMENT IN ROADS.

T19: THE STRATEGIC HIGHWAY NETWORK WILL INCLUDE THE FOLLOWING DEPARTMENT FOR TRANSPORT NEW ROADS OR MAJOR ROAD IMPROVEMENTS, WORK ON WHICH IS EXPECTED TO COMMENCE WITHIN THE PLAN PERIOD:

1. **A1 MOTORWAY – BRAMHAM TO WETHERBY UPGRADING**
2. **A1 IMPROVEMENTS: FERRYBRIDGE - HOOK MOOR; WETHERBY (GRANGE PARK - YORK RD); WETHERBY (YORK RD) - WALSHFORD;**

T20: THE FOLLOWING CITY COUNCIL MAJOR HIGHWAY SCHEMES WHICH WILL FORM PART OF THE STRATEGIC HIGHWAY NETWORK ARE PROPOSED. WORK IS EXPECTED TO COMMENCE ON THESE WITHIN THE PLAN PERIOD:

1. **INNER RING ROAD STAGES VII**
2. **EAST LEEDS LINK**
3. **EAST OF OTLEY RELIEF ROAD**
4. **A6120 RING ROAD ROUTE STRATEGY**
5. **A65 QUALITY BUS CORRIDOR**

6.4.25 Further details of the Department for Transport schemes in Policy T19 are as follows:

1. A1 Motorway – Bramham to Wetherby Upgrading

In June 2002 the Minister for Transport announced the addition of a scheme to upgrade the A1 to motorway between the A64 Bramham Crossroads Junction and Wetherby to the Targeted Programme of Improvements. This decision followed a Roads Based Safety Study of the A1 between Bramham and Barton. Proposals are subject to the outcome of the public consultation exercise undertaken by the Highways Agency in late 2002/early 2003.

2. A1 Improvements: Ferrybridge - Hook Moor

The dual three lane improvements on the A1 within Leeds District, from the A63 Selby Fork junction to Hook Moor, will primarily benefit through traffic. East and west traffic movements along the A63 Primary Route will also benefit by the provision of improved junction arrangements. One of the existing A1 carriageways will be retained to accommodate local traffic movements;

A1 Improvements: Wetherby (Grange Park - York Rd (B1224))

The Department for Transport will secure the improvement of this

relatively short length to dual three lane standard, in line with the proposals for the remainder of the A1 from Ferrybridge to Barton;

A1 Improvements: Wetherby (York Rd) - Walshford

These are largely outside Leeds District, but have some significance in terms of the proposed employment site in the triangular area to the north-east of Wetherby which would be formed by the new A1, the existing A1 and the Leeds boundary. A new junction with a link back to the existing A1 and Deighton Road is proposed just north of the Leeds boundary;

6.4.26 Further details of the City Council schemes in Policy T20 are provided below. The WYLTP identifies in detail those major highway schemes programmed to commence during the five year period 2001 to 2006. Beyond 2006, a number of scheme proposals are identified for commencement. A detailed programme for implementing these schemes has not been prepared since it is not possible to predict their timing which will be dependent on further evaluation and the development of detailed proposals.

6.4.27 The effective management of travel demand is playing a greater role in transport policy, thus the role of major highway construction is expected to diminish, particular in major urban areas. The WYLTP places great emphasis on the development of an integrated public transport system as an alternative to extensive major highway construction. Such proposals need to be responsive to operational and policy needs, not all of which can reasonably be forecasted or planned in detail beyond the five year programme time horizon.

6.4.28 Primarily, the Council is concerned to promote a forward programme which is both realistic in the demands made on both local and central government resources, and which contributes the maximum benefit to meeting the objectives for transport stated in the WYLTP and accepted by the Department for Transport.

6.4.29 Details of the City Council schemes in Policy T20 are as follows:

1. Inner Ring Road Stage VII

This City Council scheme essentially completes the inner ring around the City Centre, and thus will complete the removal of most through traffic from the City Centre. It therefore remains essential to the completion of the long term plan for improving the circulation and public transport systems in the City Centre. Together with proposals in the City Centre, it enables further improvements to be made to the City Centre environment. The main land use impact is to make some sites immediately around the existing City Centre more accessible, and thus more attractive to development, especially on the east side of the City;

2. The East Leeds Link

This proposal will provide an important link from the City Centre/Inner Ring road to the M1 Motorway, and thus to the east and north-east of Leeds, and remove some congestion on the A63, A64 and parallel "rat-runs". It is essential to the regeneration of the Aire Valley Leeds area and for the city to benefit fully from the completed M1 link to the A1. It will also give access to a significant area of potential development in the Cross Green areas;

3. East of Otley Relief Road

The route shown on the Proposals Map will provide an important link in the longer-term development of the road network, greatly improve environmental conditions in central Otley, and provide access for new development opportunities to the east of the town (see Chapters 7 and 8). The alignment shown on the Proposals Map differs from the previously protected route along the disused railway to the east of the town, which has been abandoned;

4. A6120 Ring Road Route Strategy between M1 at Austhorpe and Dawson's Corner at Pudsey

This is a strategic orbital route around the North of Leeds which accommodates both strategic long distance trips and local short distance trips. Following transfer of the former trunk road section to the local authority, Leeds City Council has commissioned a study to provide a fundamental review of the entire A6120 Leeds Outer Ring Road from Austhorpe to Pudsey with the objective of preparing a long term strategy for the future development and management of the route. The study will also take into account the Phase 3 Eastern Edge housing proposal;

5. A65 Quality Bus Corridor

A package of measures to improve public transport facilities and facilitate significant service quality improvements on the A65 corridor is being progressed. A scheme to provide extensive bus priority on congested sections of Kirkstall Road/Commercial Road/Abbey Road is being prepared and, as part of the A6120 Outer Ring Road Review (described in 4 above), the scope for improvements at the A6120 /A65 junction, including options to benefit bus services using the A65, is being examined. Additionally all the bus stops from the Inner Ring Road to the City boundary will be reviewed and upgraded to improve accessibility to services and provide better information and facilities for passengers. The scheme will also make provision for the needs

of cyclists and improve conditions for pedestrians. Issues related to known problems of 'rat running' and matters of road safety will also be considered separately, but in tandem with the detailed development of the scheme proposals;

6.4.30 In addition to those City Council schemes listed under Policy T20, forming part of the Strategic Highway Network, the following schemes, which will not form part of that Network, are also supported:

T21: THE FOLLOWING CITY COUNCIL HIGHWAY SCHEMES WHICH WILL NOT FORM PART OF THE STRATEGIC HIGHWAY NETWORK ARE SUPPORTED. WORK IS EXPECTED TO COMMENCE ON THESE WITHIN THE PLAN PERIOD:

1. **THWAITE GATE LINK**
2. **MANSTON LANE LINK**

6.4.31 Further details of the City Council schemes in Policy T21 are as follows:

1. Thwaite Gate Link

The alignment for a potential new link across the river Aire at Thwaite Gate is being protected to allow the potential improvement of accessibility from South Leeds into the Aire Valley Leeds area. There may be further or alternative links, including bridging the River Aire and Canal, which may replace the existing private link at Skelton Grange. These alternative links are being considered and may ultimately be the City Councils' preferred option to enhance the local highway network and improve access into the Aire Valley from the south;

2. Manston Lane Link

This scheme will improve public transport accessibility to existing and future development, and bring relief to existing residential areas subject to commercial traffic.

3. Road Safety

6.4.32 Road safety is a major concern. The reduction of road injuries is a national transport priority and a range of measures are identified in the WYLTP and local Leeds action plan for future targeting and expenditure on measures to tackle identified road safety issues. There is a range of non UDP measures which can be taken to improve road safety, including traffic calming schemes (paras. 6.3.20 & 21 and para. 6.4.34), better education, improved lighting, and crossing facilities. However, highway

proposals which can ameliorate or eliminate accident sites for concern will be encouraged in order to improve overall road safety in line with Policy T1:

T22: PROVISION WILL BE MADE TO TACKLE THE MOST SEVERE ROAD SAFETY PROBLEMS OVER THE PLAN PERIOD AS A MATTER OF PRIORITY.

6.4.33 Traffic management measures are already included in the Council's highway programme. Many of these are designed to achieve environmental and road safety improvements, and cover a large number of methods, largely outside the scope of the UDP, including carriageway widening, junction improvements, one-way traffic systems, pedestrianisation schemes, measures to improve road safety, such as pedestrian crossings and cycleways, urban traffic control, HGV bans or weight limits, car parking provision and pricing policies (see below), highway maintenance and street lighting.

6.4.34 In addition, the importance of traffic calming measures is increasingly being recognised. Basically this involves the use of a range of physical and legal measures aimed at redesigning roads in environmentally sensitive built-up areas, in order to reduce danger to pedestrians and cyclists, and generally to improve the local environment. They can be used to shift the balance in favour of pedestrians in streets, to reduce the domination of motor vehicles and to create attractive environments and combined on an area-wide basis with a 20 mph speed limit they are a very effective casualty reduction measure. Home Zones are a relatively new technique in the UK, but in conjunction with traditional traffic calming approaches they offer the prospect in small local areas of creating more people and community friendly streetscapes. Measures can include street closures, speed humps, ramps, continuous footways, chicanes, designated parking spaces and planting. A comprehensive, District-wide, assessment has been undertaken to ensure that action is directed towards the most severe problems, where the prospects of improvement are the greatest. Accordingly:

T23: TRAFFIC MANAGEMENT AND TRAFFIC CALMING MEASURES WILL BE ENCOURAGED PARTICULARLY ALONGSIDE MAIN RADIAL ROADS AND WITHIN RESIDENTIAL AREAS.

6.4.35 Minor improvements for which land is being protected and which are hoped will commence within the Plan period are:

1. A660 Otley Road/Woodhouse Lane

Land is being protected for a junction improvement at Hyde Park Corner which it is anticipated will be introduced as part of the Leeds Supertram scheme;

2. A58 Roundhay Road/Roseville Road

Land is being protected for a rearrangement of this junction to improve traffic and pedestrian conditions.

4. City Centre Traffic Management

6.4.36 A thriving and successful City Centre lies at the heart of any future vision of Leeds. Many of the issues addressed in the WYLTP come together in the City Centre, and their resolution is a fundamental priority of that Strategy. Chapter 13 considers the UDP strategy for the City Centre as a whole, and most of the implications of the WYLTP for the Centre are examined in that Chapter. Some of the issues concerning car parking however have a District-wide significance, and need to be resolved outside the Centre, particularly in fringe City Centre areas, and thus are addressed here.

6.5 CAR PARKING

6.5.1 Car parking is an essential element in the overall strategy for transport and for the proper functioning of land use development. When new development is proposed, consideration has to be given to provision for related car parking and for servicing requirements of new developments to be achieved off the highway.

6.5.2 The City Council operates car parking guidelines. In all cases these identify a maximum level of provision which is considered appropriate to serve a particular type of development, having particular regard to the proposed land use, the location, the scale and nature of the development, public transport accessibility and the local highway network. Long-stay commuter parking in the City Centre is discussed in detail below. Parking guidelines are included in the Plan in Appendices 9A and 9B in Volume 2.

T24: PARKING PROVISION IN ALL DEVELOPMENT PROPOSALS SHOULD REFLECT THE DETAILED GUIDELINES CONTAINED IN APPENDIX 9 IN VOLUME 2.

6.5.3 In line with the strategy of reducing the need to use the car, proposals to create new long-stay car parking for those travelling to and from work by car, outside the curtilage of existing or proposed employment premises,

will not generally be permitted. Exceptions may be made within the City Centre and Fringe City Centre Commuter Parking Control Area, and for park and ride schemes, for consistency with other Plan policies, and also where lack of parking within employment premises is causing, or would be likely to cause, serious problems in the surrounding area. The Policy does not apply to short-term parking for which there is a demonstrable operational need such as that for visitors to employment premises.

T24A: PLANNING PERMISSION WILL NOT BE GRANTED FOR NEW LONG-STAY CAR PARKING OUTSIDE THE CURTILAGE OF EXISTING OR PROPOSED EMPLOYMENT PREMISES EXCEPT:

a. WITHIN THE CITY CENTRE AND FRINGE CITY CENTRE COMMUTER PARKING CONTROL AREA, IN ACCORDANCE WITH POLICY CCP2;

b. FOR PARK AND RIDE SCHEMES IN ACCORDANCE WITH POLICIES T16 AND T17;

c. WHERE LACK OF PARKING WITHIN EMPLOYMENT PREMISES WOULD CAUSE SERIOUS TRAFFIC, SAFETY OR ENVIRONMENTAL PROBLEMS IN THE SURROUNDING AREA.

PROPOSALS UNDER c. MUST BE SUPPORTED BY A TRAFFIC ASSESSMENT, INCLUDING APPRAISAL OF OTHER MEANS OF ACCESSIBILITY TO THE SITE, INCLUDING PUBLIC TRANSPORT. WHERE PLANNING PERMISSION IS GRANTED THE EXTENT OF PARKING ALLOWED WILL NOT EXCEED THAT WHICH WOULD OTHERWISE BE PERMISSIBLE UNDER THE CAR PARKING GUIDELINES, RELATED TO THE SCALE OF THE EMPLOYMENT USE.

Short stay (visitor and shopper) parking

6.5.4 The role of short-stay car parking in the City Centre is of particular importance, to support City Centre objectives. If the City Centre is to increase its success as a shopping and commercial centre, and provide a wider range of new leisure and entertainment facilities, there is a major need for adequate parking to serve shoppers, business and leisure customers, visitors to other facilities and tourists, otherwise they will be discouraged from coming to the City Centre with a knock-on effect on the success of those City Centre functions:

T26 IN THE CITY CENTRE THERE WILL BE A PRESUMPTION IN FAVOUR OF THE USE OF CAR PARKS IN THE CORE CAR PARKING POLICY AREA FOR SHORT STAY USERS UNLESS INSUFFICIENT DEMAND FOR SUCH FACILITIES EXISTS IN A PARTICULAR LOCATION.

6.5.5 Similarly, the functions of other Centres also need to be fully supported by adequate parking provision. On-street parking can cause several problems such as localised congestion, road safety risks, visual intrusion, and conflict of traffic with servicing and deliveries. On street parking control can help to keep these problems to a minimum by preventing parking in inappropriate locations, allow for servicing and help to ensure a supply of short stay parking spaces. Traffic management and calming schemes including pedestrianisation required to secure environmental improvements can also be assisted by the removal of on-street parking. However, the availability of short stay parking is essential in ensuring the viability and vitality of centres and all development, including changes of use, should normally include provision for off-street car parking reflecting the City Council's car parking guidelines:

T27: IN TOWN CENTRES IDENTIFIED IN POLICY S2, THE PROVISION OF OFF STREET PARKING, INCLUDING PUBLIC CAR PARKING, WILL BE ENCOURAGED.

Long stay (commuter) parking

6.5.6 Long-stay commuter trips create morning and evening peaks of road usage. Between 1990 and 2002, the number of vehicles in Leeds City Centre in the peak hours increased by 3%. On the radial roads leading to and from the City Centre, congestion and associated environmental problems occur, and increasingly commuters seek to avoid road problems by "rat-running" through adjoining areas.

6.5.7 An important objective of the WYLTP is to reduce the rate of traffic growth, particularly during the peak period and for journeys into the City Centre. Measures include additions to the Strategic Highway Network to seek to keep extraneous traffic out of the city and the City Centre in particular, the promotion of all forms of public transport to provide an attractive alternative to the car, park-and-ride facilities in the suburbs, the promotion of cycling and walking where appropriate, and traffic management and calming schemes to deter rat-running.

6.5.8 It has long been recognised that the volume of car commuting and congestion is at least partly determined by the amount of affordable and available long-stay parking space. Therefore, positive management of the growth in long-stay parking provision will be used as a strategic tool to alleviate peak hour congestion and reduce environmental conflicts. Combined with other WYLTP measures to improve the quality and attractiveness of alternative modes of transport to the car parking policy will be used to manage the growth of car commuting to the City Centre. A balanced package of policies and standards must be used that recognise the economic and commercial requirements of the community whilst ensuring that the city and its transport systems function efficiently.

6.5.9 A car parking survey undertaken for the City Council in 1989 identified over 41,000 long-stay spaces available within a wider City Centre area. Of these, 23,000 were private spaces, over which planning policy can have little influence. Of the remaining 18,000 spaces, some were publicly available in a number of long-stay car parks, but most were on-street spaces on the fringe of the City Centre.

6.5.10 The management of the amount of private and public long-stay commuter parking is a long established policy concept in Leeds, as in all other major cities. The policies contained within the UDP represent an adjustment to current practice to take account of WYLTP objectives and changes in the form and extent of city centre development. The main ways by which long-stay parking can be kept in balance are by defining the number of spaces permitted as part of new developments, and by controlling the number of long-stay on-street or public off-street spaces available, usually through pricing policies which tend to be used to ensure that spaces reserved for short-stay users are not monopolised by long-stay commuters.

6.5.11 A car parking study commissioned by the City Council and the former Leeds Development Corporation in Autumn 1991 examined the impact of differing levels of parking provision on traffic and the potential to induce a modal switch to public transport. The findings of this study and the City Council's surveys and subsequent experience of parking choices has confirmed that, faced with pressure on central parking, many drivers have parked on the fringes of the City Centre, on-street, and increasingly in residential areas. However, whilst the impact of the proposed Supertram is yet to be realised experience from the two Quality Bus Corridors does demonstrate that some drivers and especially new users do choose public transport.

6.5.12 In line with the original study and subsequent monitoring the following policy conclusions have remained as the initial basis for parking policy:

i. A recognition that parking policies are insufficient on their own to secure any significant transfer to public transport. Measures to manage the demand for City Centre parking, therefore, need to be

accompanied by Quality Bus Corridors and other measures identified in this chapter to provide an attractive alternative in combination with effective controls on the provision and management of long stay parking;

ii. measures to restrict the spread of long stay parking and increase in commuter trips to the City Centre by car would have worthwhile benefits by limiting the growth in congestion over a widespread area;

iii. measures to restrict on-street parking by non-residents will need to be taken over a large area around the City Centre to counter the natural tendency of commuters to park further and further from their destination as parking is restricted or becomes fully used.

6.5.13 Residents only parking would provide environmental benefits and reduce nuisance for the residents of those areas. Schemes may also need to be introduced in the areas outside the City Centre to allocate limited on-street parking to local firms and their visitors where they have no off-street parking and their viability would be threatened if the whole of any on-street parking was taken up by overspill parking from the City Centre. Implementation and enforcement of all these schemes could require significant resources, but are an essential element of the overall strategy.

Long stay (commuter) parking guidelines

6.5.14 Within the `public transport box' in the City Centre, an area which mainly comprises the pedestrianised prime shopping quarter and a significant part of the City Centre Conservation Area, (considered in more detail in Chapter 13.5), there are few opportunities for major new developments. In strategic and local highway and environmental terms there would also be concerns about allowing increased long-stay parking provision as part of new development. However, where the possibility of a major redevelopment does occur, especially on the edge of the public transport box, there may be a need to adopt, by exception, a more flexible approach to ensure that an opportunity to secure a prestigious development for the city is not lost.

6.5.15 Elsewhere within the Core Car Parking Policy Area of the City Centre (an area bounded by the inner ring road to the north and the river to the south), long stay parking provision will be possible to service major new developments and the detailed policies and guidelines reflect the objectives of the WYLTP.

6.5.16 Outside the Core Car Parking Policy Area of the City Centre, within the Fringe City Centre Commuter Parking Control Area of the City Centre, less restrictive guidelines are defined. These less restrictive guidelines reflect generally reduced accessibility by public transport, local needs, localised congestion problems and the capacity of the local highway

network.

6.5.17 The approach to managing the growth of long stay parking is therefore to implement a balanced package of measures: the above **guidelines for parking provision** in new development; introduction of **further on-street parking restrictions** backed by residents' and local firms' **parking schemes**; and support for initiatives to promote **park-and-ride**. Accordingly:

T28: THE GROWTH OF LONG-STAY COMMUTER CAR PARKING RELATED TO CITY CENTRE EMPLOYMENT WILL BE MANAGED AS FOLLOWS:

i. PARKING PROVISION IN NEW DEVELOPMENT SHOULD REFLECT THE CITY COUNCIL'S LONG STAY COMMUTER PARKING GUIDELINES WHICH DISTINGUISH BETWEEN:

- **WITHIN AND IMMEDIATELY ADJOINING THE PUBLIC TRANSPORT BOX, WHERE ADDITIONAL COMMUTER PARKING WILL BE DISCOURAGED;**
- **THE CORE CAR PARKING POLICY AREA, WHERE THE PROVISION OF ADDITIONAL COMMUTER PARKING WILL BE RESTRAINED;**
- **FRINGE CITY CENTRE COMMUTER PARKING CONTROL AREA, WHERE THE OBJECTIVE IS TO CONTROL THE GROWTH OF COMMUTER PARKING;**
- **PRESTIGE DEVELOPMENT AREAS;**

ii. FURTHER ON-STREET PARKING RESTRICTIONS WILL BE INTRODUCED, ACCOMPANIED BY SCHEMES GIVING PRIORITY TO RESIDENTS' PARKING AND THE NEEDS OF LOCAL FIRMS IN THE FRINGE CITY CENTRE COMMUTER PARKING CONTROL AREA;

iii. SUPPORT WILL BE GIVEN TO PARK-AND-RIDE SCHEMES INVOLVING METROTRAIN, SUPERTRAM OR BUS SERVICES, IN ACCORDANCE WITH POLICY T16.

6.5.18 The detailed guidelines included in Appendix 9B in Volume 2 will be applied with a degree of flexibility appropriate to circumstances. The outer boundary of the Fringe City Centre Commuter Parking Control Area is defined on the main Proposals Map, and the Core Car Parking Policy Area is identified on the City Centre Inset Plan II.

COACH AND LORRY PARKING

6.5.19 Throughout the year Leeds attracts many visitors, both shoppers and tourists, who arrive by coach. This reaches a peak preceding Christmas, when up to 90 day trip coaches arrive each Saturday in December, primarily bringing shoppers. With completed leisure and tourism initiatives such as the Royal Armouries development, the demand for day trips is likely to significantly increase.

6.5.20 Leeds currently has no adequate permanent facilities to accommodate coach layovers. If Leeds is to retain and attract further coach trips, a facility is required for coach layovers. Such a facility needs to be relatively close to the City Centre (within about two miles), in a safe and secure location, with refreshment and toilet facilities readily available for coach drivers. Elsewhere within the City, coach layover facilities also need to be provided close to particular attractions e.g. other shopping centres and tourist attractions. Coach drop off and pick up points need to be identified within the City Centre itself. Scope for these is being considered as the detailed proposals for City Centre traffic management are developed (Chapter 13.5).

6.5.21 There is similar need to identify scope for lorry parking facilities, which are seriously lacking in the District. As with coach parking, space for the secure parking of large vehicles is required, together with facilities for drivers. However, in contrast to coach parking, scope for overnight parking is more critical, and appropriate locations need to be accessible to the main national and regional road network rather than close to the City Centre or other tourist attractions. Scope may exist for facilities at the junction of the M1 and the East Leeds Link Road. Accordingly:

T29: SUPPORT WILL BE GIVEN TO THE PROVISION OF LORRY PARKING AND COACH LAYOVER FACILITIES IN APPROPRIATE LOCATIONS.

T29A: SUPPORT WILL BE GIVEN TO THE PROVISION OF LORRY PARKING AND COACH LAYOVER FACILITIES AT THE JUNCTION OF THE M1 (POLICY T19) AND EAST LEEDS LINK ROAD (POLICY T20).

6.6 OTHER STRATEGIC FACILITIES

Leeds-Bradford International Airport

6.6.1 Leeds-Bradford International Airport is the regional airport and has potential for further passenger and freight growth, in order to better fulfil its regional role. The issue of aircraft noise has been extensively debated at

two Public Inquiries. Previous limitations to flying hours were lifted by planning permission granted in January 1994, which allows night time flying, but subject to a range of safeguards. These include noise insulation to bedrooms in houses within a defined area, regular monitoring and reporting of night time flights and a package of highway improvements.

6.6.2 The Local Economy chapter considers the scope for development of land around the Airport for employment purposes, and identifies potential development sites. Development of the Airport could make the area a more attractive and high-profile location in which to invest.

6.6.3 Further development of the Airport will have implications for the amount of land required for the Airport's operational land requirements. The Airport Operational Land Boundary (AOLB) is identified on the Proposals Map. There are seven proposed additions and one deletion from the AOLB defined in the previously approved Local Plan, which are considered in detail in Chapter 14 (Aireborough, Horsforth and Bramhope). In addition, Chapter 14 gives details of both the new Airport Public Safety Zones and the Aerodrome Safeguarding Area, both of which are shown on the Proposals Map.

6.6.4 There are many advantages to the region of the further development of the Airport's regional function in terms of employment, commerce, and status of the region in an era of expanding international business, and in terms of catering for international and holiday travel needs of the region's residents and visitors. Some assumptions for growth at the airport have been incorporated into the UDP. These do not include proposals made in the recent Government White Paper “The Future of Air Transport” (December 2003). Leeds Bradford International Airport is preparing an Airport Masterplan, as indicated in the White Paper. The development implications of this will need to be considered in the context of the City Council’s emerging Local Development Framework for the Leeds District. The retention and improvement of public transport links to the City Centre and elsewhere will also be encouraged by the Council.

6.6.5 Improved access for passengers and freight traffic will however need to be addressed if the Airport is to realise its potential as a major regional facility. The need for improvements is recognised in the Airport’s Surface Access Strategy which is supported by the WYLTP. Passenger and freight growth of the Airport will be encouraged, but will need to reconcile environmental concerns in establishing whether there is any requirement to identify further land both for operational reasons and for employment, and to provide supporting transport infrastructure (including highway improvements):

T30: PROVISION WILL BE MADE FOR THE CONTINUED GROWTH OF LEEDS-BRADFORD AIRPORT SUBJECT TO IMPROVEMENTS TO TRANSPORT INFRASTRUCTURE.

Rail and Canal Freight

6.6.6 The movement of goods is an essential element of most commercial activities, and the subsequent demand for freight transport has resulted in a complex mix of road, rail, waterway and air freight. The City Council through the UDP is primarily concerned with ensuring that the availability of facilities for movement and access is not a deterrent to economic development, and with minimising environmental problems caused by industrial traffic.

6.6.7 In order to help minimise these environmental problems, it is important to promote the increased use of rail and waterways for freight movement, particularly for the transport of bulky and dangerous materials, and to encourage developers to take full advantage of the commercial opportunities offered by both modes. Potential rail users will be encouraged to locate at suitable sites, and where necessary provision for rail or canal access will be protected for potential users:

T31: POTENTIAL USERS OF RAIL OR CANAL FOR FREIGHT TRANSPORT WILL BE ENCOURAGED TO LOCATE AT SUITABLE SITES AND WHERE NECESSARY PROVISION FOR RAIL OR CANAL ACCESS WILL BE PROTECTED FOR POTENTIAL USERS.

6.6.8 Encouragement will be given to the use of the Aire-Calder Navigation for both commercial and recreational use, and the Leeds-Liverpool Canal for recreational use only.

7. HOUSING

7.1 INTRODUCTION

7.1.1 Housing issues are amongst the most important, and certainly the most contentious, of those considered by the UDP. The UDP's key strategic aim here is:

SA3: to make adequate provision for the community's housing needs during the Plan period, by identification of sufficient land for new development, targeting of some provision for social housing groups, and support for renewal of the existing stock.

7.1.2 Although the UDP cannot ensure directly that a certain number of houses are built or improved, it has a key role in enabling provision – by identifying land for house-building (sections 7.2 -7.3 below). Attention must also be given to the needs of special groups, such as elderly people, those on low incomes, students, travellers and travelling show people, who might not be adequately provided for by the operation of the housing market (section 7.6). A clear lead is also given by identifying the areas where renewal activities should be concentrated (section 7.7). The issues of houses in multiple occupation, residential institutions and standards in new housing developments are covered in section 7.8

Land for housing

7.1.3 The overall requirement for housing in Leeds has already been established in the Regional Spatial Strategy (RSS) for Yorkshire and the Humber (published originally as Regional Planning Guidance in October 2001, but elevated into RSS in September 2004). The RSS is part of the statutory development plan for Leeds and its housing provision policies are mandatory. RSS requires provision to be made in Leeds for an average of 1,930 dwellings a year over the period 1998-2016. The scale of provision reflects both demographic forecasts and policy decisions about the required scale of development for each authority area in the Region. Over the period covered by the housing land policies of this plan (2003-16), this requirement equates to an aggregate need for 25,090 dwellings. This is the main benchmark against which the adequacy of sources of housing land supply should be judged.

7.1.4 That said, the object of housing land policy is not simply to predict requirements and then provide land to meet them. PPG3 Housing now requires authorities to adopt the principles of "Plan, Monitor and Manage" – plan for a particular level of provision, monitor output and manage land release. The objects of management are to ensure not merely that sufficient land is released to meet development plan requirements, but also that previously developed (brownfield) land, if available, is always

developed in preference to previously undeveloped (greenfield) land. This sequential approach means that the release of sites (particularly greenfield can be advanced or delayed in accordance with the results of regular monitoring. This is the approach adopted in this Plan.

7.1.5 Guidance on applying the new approach is in PPG3 and the supporting good practice advice notes "Tapping the Potential" and "Planning to Deliver". The first of these recommends that planning authorities undertake Urban Capacity Studies to help identify the potential for development on re-cycled land. The RSS also focuses on the importance of prioritising the use of brownfield land, setting local authority specific targets. An Urban Capacity Study has now been carried out for Leeds, and will be kept under review. Its conclusions have been taken into account in the strategy for the release of housing land contained in the UDP, which reflect the substantial potential that the Urban Capacity Study reveals.

7.1.6 In addition to following the advice given by national and regional guidance, the City Council has also shown its commitment to maximising the proportion of housing achieved on brownfield sites by signing a "Local Public Service Agreement" with the Government to achieve so-called "stretched targets" (higher than expected) for the rate of brownfield use in the period to 2004/5. It is anticipated that the strategy proposed here will maintain the rate of use of brownfield sites at a level in excess of Government targets throughout the Review plan period.

7.2 PHASED RELEASE OF LAND FOR HOUSING

7.2.1 Reflecting these considerations, the following general principles form the basis of the UDP Review strategy:

- The release of land will be managed in three phases running provisionally from 2003-8, 2008-12 and 2012-16. Precise timings will depend on how much land comes forward under policy H4.
- Within these phases most of the City's housing land needs are likely to be met from existing brownfield land reserves, within the Main Urban and Smaller Urban areas, as defined on the Proposals Map. This area consists of the main urban core of Leeds, including Morley, Rothwell, Pudsey, Horsforth and Airborough, together with the freestanding towns of Otley and Wetherby which are identified in RSS as urban areas. Together these areas are the most appropriate locations for development because of their generally good access to shops, work and other facilities and services, and the quality of their public transport links. Historically, they have accounted for over 90% of brownfield development opportunities
- concentration on the main urban areas, combined with phasing to limit opportunities elsewhere and delivered through a "plan, monitor and

manage" approach, will result in delivery of brownfield windfall sites consistent with PPG3 advice, and promote sustainable development and urban regeneration;

- assimilation of most housing development in these urban areas will require: - very careful consideration of design issues (including appropriate densities of development) as advised through supplementary planning guidance, "Neighbourhoods for Living";

  - the integration of development with transport infrastructure and capacity;
  - the need to maintain and enhance the City's greenspaces, and take full account of the interests of nature conservation;
  - close inter-relationship with the outcomes of regeneration initiatives, as defined elsewhere in the UDP;

- Most development will be on windfall sites not specifically allocated in the plan, but phase 1 also includes site allocations which will be available for development at any time. A number of greenfield allocations are included in phases 2 and 3. These sites form a reserve of land which will only be released if and when monitoring indicates that the housing requirement cannot be met from alternative brownfield sources.

- Strategic Sites are identified in phase 1 at Holbeck Village, Hunslet Riverside, Sharp Lane and Allerton Bywater. These are of key importance in securing local regeneration.

- A fifth Strategic Site, the East Leeds Extension, is identified in phase 3. This is a large greenfield urban extension in an area of Leeds where environmental constraints are less severe and where the coalescence of existing settlements can be avoided. It forms the largest component of the reserve of greenfield allocations identified in phase 3.

- monitoring of development opportunities will be necessary throughout the Review period.

7.2.2 The policies which will implement this strategy are set out below.

H1 PROVISION WILL BE MADE FOR THE COMPLETION OF THE ANNUAL AVERAGE REQUIREMENT IDENTIFIED IN THE REGIONAL SPATIAL STRATEGY [RSS].

7.2.3 This is currently 1,930 dwellings per annum. The adequacy of completions, together with the number of dwellings with planning permission and the supply of sites allocated for development, will be monitored and assessed against the average annual requirement in RSS.

H2 THE COUNCIL WILL UNDERTAKE REGULAR MONITORING OF THE ANNUAL COMPLETIONS OF DWELLINGS WITHIN THE DISTRICT, AS WELL AS THE NUMBER OF DWELLINGS WITH PLANNING PERMISSION AND THE SUPPLY OF SITES ALLOCATED FOR HOUSING DEVELOPMENT.

7.2.4 The purpose of monitoring is to assess whether H1 requirements have been met and can continue to be met in line with the sequential approach. Monitoring information will be used to help manage the phased release of land. In particular, it will provide indicators for a trigger mechanism (see below) which will help decide the need to release the reserve greenfield allocations in phases 2 and 3.

7.2.5 Monitoring information will be published twice yearly in Housing Land Monitors relating to the position at 31 March and 30 September. These documents will cover rates of housebuilding; the stock of land available in outstanding planning permissions and allocations at the reference date; the brownfield: greenfield make-up of the stock; projections of future output in the light of these stocks and of past trends; and other matters relevant to the housing land supply. The Monitors will be posted on the Council web site and also be available on demand. Meetings to discuss the results of monitoring will be held with the development industry if appropriate.

H3 THE DELIVERY OF HOUSING LAND RELEASE WILL BE CONTROLLED IN THREE PHASES:

PHASE 1: 2003-2008

PHASE 2: AFTER PHASE 1 (PROVISIONALLY 2008-2012), WHEN AND IF EXISTING HOUSING LAND SUPPLY IS DEMONSTRABLY SHORT

PHASE 3: AFTER PHASE 2 (PROVISIONALLY 2012-2016), WHEN AND IF EXISTING HOUSING LAND SUPPLY IS DEMONSTRABLY SHORT

EACH PHASE WILL COMPRISE THREE COMPONENTS OF SUPPLY:
A: LAND ALLOCATED FOR HOUSING IN THIS PLAN
B: UNALLOCATED LAND (WINDFALL SITES) GIVEN PLANNING PERMISSION UNDER THE TERMS OF POLICY H4 IN THE MAIN AND SMALLER URBAN AREAS
C: UNALLOCATED LAND (WINDFALL SITES) GIVEN

PLANNING PERMISSION UNDER THE TERMS OF POLICY H4 OUTSIDE THE MAIN AND SMALLER URBAN AREAS

THE ESTIMATED DWELLING YIELD FROM THESE SOURCES IN EACH PHASE IS SUMMARISED IN THE TABLE BELOW

	ALLOCATIONS	H4 DEVELOPMENT		TOTAL
Phase and Year		**In Main&Smaller Urban areas**	**Outside Main & Smaller Urban areas**	
PHASE 1				
2003-4	500	1900-1910	350	2750-2760
2004-5	439	2340-2430	330-340	3109-3209
2005-6	682	1340-1500	210-230	2232-2412
2006-7	1163	960-1140	230-260	2353-2563
2007-8	1110	1020-1230	240-270	2370-2610
Sub total	**3894**	**7560-8210**	**1360-1450**	**12814-13554**
PHASE 2				
2008-9	1126	1030-1240	230-270	2386-2636
2009-10	986	1040-1250	230-270	2256-2506
2010-11	801	1050-1270	170-200	2021-2271
2011-12	746	1250-1470	170-210	2166-2426
Sub total	**3659**	**4370-5230**	**800-950**	**8829-9839**
PHASE 3				
2012-13	931	1210-1430	180-210	2321-2571
2013-14	950	1140-1370	180-210	2270-2530
2014-15	936	1150-1380	180-210	2266-2526
2015-16	942	1160-1390	180-220	2282-2552
Sub total	**3759**	**4660-5570**	**720-850**	**9139-10179**
ALL PHASES	**11312**	**16590-19010**	**2880-3250**	**30782-33572**
After 2016	2175			

TABLES SHOWING THE ALLOCATED SITES IN EACH PHASE, THEIR ESTIMATED CAPACITIES AND ASSUMED PERIODS OF DEVELOPMENT ARE GIVEN AT THE END OF THIS SECTION. THESE TABLES ARE PART OF POLICY H3.

7.2.6 The capacities and timings in both the summary table above, and the table of allocations below are benchmark planning assumptions, not fixed or enforceable programmes of development. Individual site capacities are neither targets, minima nor maxima, but current working assumptions. Actual output will depend largely on the actions of private developers and on many other trends and factors which cannot be predicted. Further information about the basis of the output estimates is given after the

allocations table. Notwithstanding the uncertainties, however, the estimates are considered to represent a sound basis for planning in the light of the available evidence base.

7.2.7 The strategy of the plan is to meet the majority of the H1 land requirement from brownfield windfall sites brought forward under policy H4. Around two thirds of the requirement is expected to be met in this way. However, in accordance with PPG3, sites allocated in Policy H3 provide in excess of a 5 year supply at the H1 rate.

7.2.8 The allocations identified in phase 1 of Policy H3 are for the most part brownfield sites and can be developed at any time within phase 1 or later. The allocations in phases 2 and 3 are on greenfield sites and these represent a reserve of land to be drawn on as and when other sources of supply become demonstrably insufficient to maintain output at the H1 rate. This means that the timing of release of phase 2 and 3 allocations is not fixed (although phase 3 cannot overtake phase 2). The phase 2 allocations will only be released when supply conditions require, and it is quite possible that they would not be released until after 2012, if alternative land sources were still adequate. Once the phase 2 allocations have been released, the phase 3 allocations will become the reserve and will be released in their turn when it is judged that they are needed to meet the H1 rate.

7.2.9 The phase 2 and phase 3 allocations are complete packages of sites which will be released in their entirety if conditions warrant. Once released, component sites will not be returned to the reserve. However, the release of the East Leeds Extension, which forms part of phase 3, is also subject to the specific policies in Chapter 15 of the plan, which could have additional implications for the timing of release of the site.

7.2.10 The packages will be released when supply is demonstrably short. The adequacy of supply will be assessed twice a year in the Housing Land Monitors referred to above. The main indicators of shortage will be if the average completion rate in the two years preceding the Monitor is over 10% below the H1 requirement and if the supply of land – defined as unused allocations from the last phase plus outstanding permissions for dwellings on sites for 5 or more dwellings - amounts to less than a two years' supply at the H1 rate. Although strongly suggestive of shortage, these indicators are not to be treated as determinative criteria that will automatically trigger the release of greenfield allocations. There may be other factors which temper the message of the indicators – for example, there could be a large stock of planning applications awaiting determination which, if approved, could be expected to rapidly restore the ability to meet the H1 target. A final decision will be taken after considering all the information in the Monitors.

7.2.11 The actual scale of development that occurs will depend to a large extent on how successful developers are in bringing forward sites under the provisions of Policy H4. If they are very successful, construction could

exceed the H1 rate by a considerable margin. While some degree of over-run is acceptable, it would be against the principles of Plan, Monitor and Manage to allow this to go completely unchecked. Indicators are therefore needed to define an unacceptable level of over supply.

7.2.12 Over supply will become a cause for concern if the average completion rate in the 3 years preceding the monitoring point is 40% above the H1 requirement and if the stock of outstanding permissions for dwellings on sites for 5 or more dwellings exceeds a six years' supply at the H1 rate. If severe over supply is identified, there will be an immediate embargo on new planning permissions under policy H4 and a review of the plan. As with the indicators for releasing greenfield allocations, these are strong pointers to the need for the specified action rather than determinative criteria which automatically trigger it. A final decision will be made after considering all other information in the Housing Land Monitors.

7.2.13 Proposals for housing on land not specifically identified for that purpose in the UDP will be considered against Policy H4:

H4: RESIDENTIAL DEVELOPMENT ON SITES NOT IDENTIFIED FOR THAT PURPOSE IN THE UDP BUT WHICH LIE WITHIN THE MAIN AND SMALLER URBAN AREAS AS DEFINED ON THE PROPOSALS MAP, OR ARE OTHERWISE IN A DEMONSTRABLY SUSTAINABLE LOCATION, WILL BE PERMITTED PROVIDED THE PROPOSED DEVELOPMENT IS ACCEPTABLE IN SEQUENTIAL TERMS, IS CLEARLY WITHIN THE CAPACITY OF EXISTING AND PROPOSED INFRASTRUCTURE, AND COMPLIES WITH ALL OTHER RELEVANT POLICIES OF THE UDP.

7.2.14 In this policy, acceptability in sequential terms is a reference to the principles set out in paragraphs 29-34 of PPG3 "Housing" (March 2000 edition), particularly paragraph 32 which says that there is a presumption that previously developed sites should be developed before greenfield sites except in exceptional circumstances. This criterion is expected to mean that only brownfield sites will normally be acceptable under the terms of H4.

7.2.15 Although most H4 sites will be in the Main and Smaller Urban areas, proposals are also likely to be acceptable in other locations which are demonstrably sustainable. Judgements will be made on the basis of consideration of the availability and frequency of bus and train services to service centres, and on the range of services available locally, including shops, health facilities and schools. It is likely that proposals will be acceptable in S2 service centres not within the MUA/SUAs, as well as some other settlements with a lesser but still adequate range of facilities, provided the other provisions of H4 are also satisfied.

7.3 JUSTIFICATION FOR UDP HOUSING STRATEGY

7.3.1 The UDP housing land strategy is in full conformity with the sequential approach advocated in PPG3 and in RSS. Throughout the plan period, most requirements will be met from brownfield sites brought forward under the provisions of Policy H4. In phase 1, this source is supplemented by additional allocations which are also predominantly brownfield. Remaining greenfield allocations are held in reserve for development in phases 2 and 3 if and when the supply of alternative brownfield land becomes deficient, thus ensuring that greenfield land is not developed unless it is absolutely necessary.

7.3.2 In addition, the strategy will maximise the use of land within the Main and Smaller Urban Areas, which are the most sustainable locations by virtue of their access to services and facilities and the availability of infrastructure. Development in these areas gives ready access to shops, employment, leisure and community facilities, and will help maintain the viability of these services. It will make the most of existing utilities and transport infrastructure and should help minimise growth in the number and length of commuting trips by private car. Urban development will also assist regeneration by encouraging the remediation of contaminated sites and by bringing back into use vacant or derelict land and buildings. Finally it will reduce pressure for the release of greenfield land or future changes to Green Belt boundaries.

7.3.3 Around two thirds of the land supply is expected to come from windfall sites not identified in the plan. The yield from these sources is estimated using trend data relating to the period 1991-2003. This data is reported in the Housing Land Monitors and is believed to be a robust basis for estimation. The general scale of the potential for windfall urban development is supported by the Urban Capacity Study undertaken by the Council in accordance with the guidelines in “Tapping the Potential”. This Study identified a potential discounted capacity for 33,700 dwellings over the period 2002-16, within the survey area alone. This capacity itself exceeds the equivalent H1 requirement and compares with the assumed windfall yield in this plan of up to 22,300 dwellings in all locations in the slightly shorter period 2003-16.

7.3.4 On the face of it, the estimates of capacity summarised in policy H3 suggest that the strategy could lead to over provision of land when measured against the H1 requirement. If allocations are developed as planned, and H4 yields the capacity estimated, land could be developed at an average annual rate of between 2,370 and 2,580 dwellings instead of the 1,930 p.a. required by H1. It has to be remembered, however, that two thirds of this capacity is expected to come from windfall sites not identified in the plan, and is subject to a degree of uncertainty. In these circumstances, an element of over provision is advisable to guard against

the risk of H4 yields falling below the level assumed. The phase 2 and 3 greenfield allocations – which together have capacity for 7,500 dwellings – provide this insurance.

7.3.5 However, the plan contains provisions to ensure that this contingency reserve will not be drawn upon unless it is required. So long as the H1 requirement can be met from phase 1 allocations and the H4 yield, the reserve of greenfield allocations will not be released. Indeed it is possible that requirements for the whole UDP period could be met without having to break into the greenfield reserve. The strategy is thus designed to minimise the use of greenfield land.

7.3.6 The greenfield allocations identified in phases 2 and 3 are for the most part consistent with the sequential approach advocated by PPG3. They consist largely of sustainable urban extensions which could take advantage of existing physical and social infrastructure within the existing urban area, and have good access to public transport services, jobs, schools, shopping and leisure facilities. Their limited size would also enable development to take place at fairly short notice. In the longer term it will be necessary to consider a larger extension. The opportunities available to the north-east edge of the city, combined with the significant environmental constraints elsewhere and the need to prevent coalescence of existing settlements, indicate that this is in principle a suitable area for such an extension. It is for these reasons that the East Leeds Extension has been identified as a strategic housing site in phase 3.

7.3.7 All the other strategic sites in phase 1 of the plan are identified because of their significant regeneration function. The strategic housing and mixed use sites at Holbeck Village and Hunslet Riverside will encourage the redevelopment of former industrial and commercial areas which have fallen into decay. A mix of housing and other modern uses will breathe much-needed new life into these sustainable inner city locations. The site at Allerton Bywater will revive a former mining village blighted by the closure of the colliery two decades ago, and will form a flagship Millennium Village project. The Sharp Lane site will consolidate redevelopment in this part of south Leeds and underpin the enhancement of Middleton District Centre which will bring benefits to a much wider local community.

H3A HOUSING ALLOCATIONS PHASE 1 2003-8									
			ESTIMATED DWELLING CAPACITY						
Reference	Location	Area(ha)	Total	2003-4	2004-5	2005-6	2006-7	2007-8	Phase 2
H3-1A.1	BACK LANE, GUISELEY	1.34	62	32	30	0	0	0	0
H3-1A.2	WAKEFIELD ROAD, DRIGHLINGTON	0.10	10	0	0	0	10	0	0
H3-1A.3	STATION ROAD, DRIGHLINGTON	0.84	5	5	0	0	0	0	0
H3-1A.4	CHURCH STREET, GILDERSOME	0.22	10	0	0	0	0	10	0
H3-1A.5	CHAPEL STREET, MORLEY	0.62	40	25	15	0	0	0	0
H3-1A.6	WESTERTON ROAD, WEST ARDSLEY	0.39	7	0	2	2	3	0	0
H3-1A.7	WOOLIN CRESCENT, WEST ARDSLEY	2.43	55	0	30	10	15	0	0
H3-1A.8	DUNSTARN LANE, ADEL	2.74	28	0	0	0	0	0	28
H3-1A.9	MEANWOOD PARK HOSPITAL	7.55	88	60	28	0	0	0	0
H3-1A.10	HOUGH SIDE ROAD, PUDSEY	4.07	110	0	0	60	50	0	0
H3-1A.11	THE LANES, PUDSEY	0.74	18	0	0	0	0	0	18
H3-1A.12	MAIN STREET, CARLTON	0.50	15	0	0	0	0	15	0
H3-1A.14	HALF WAY HOUSE, ROBIN HOOD	0.44	19	19	0	0	0	0	0
H3-1A.15	ALMA ST/POTTERY LANE, WOODLESFORD	1.34	20	0	0	0	10	10	0
H3-1A.16	PRIMROSE LANE, BOSTON SPA	1.25	28	8	10	10	0	0	0
H3-1A.18	THE GLENSDALES, RICHMOND HILL	0.52	25	0	0	0	0	0	25
H3-1A.19	RING ROAD, MIDDLETON	2.36	30	30	0	0	0	0	0
H3-1A.20	LINGWELL ROAD, MIDDLETON	4.26	73	0	0	0	0	0	73
H3-1A.21	WEST LEA FARM, YEADON	1.21	1	1	0	0	0	0	0
H3-1A.22	OAK TREE DRIVE/THORN SCHOOL, GIPTON	3.49	140	0	0	0	0	30	110
H3-1A.23	WATERLOO SIDINGS, OSMONDTHORPE	7.26	140	0	0	0	0	0	140
H3-1A.24	MANOR FARM, CHURWELL	8.41	330	30	75	75	75	75	0
H3-1A.25	CHAPEL ALLERTON HOSPITAL, HAREHILLS LANE	4.53	35	35	0	0	0	0	0

H3A HOUSING ALLOCATIONS PHASE 1 2003-8									
			ESTIMATED DWELLING CAPACITY						
Reference	Location	Area(ha)	Total	2003-4	2004-5	2005-6	2006-7	2007-8	Phase 2
H3-1A.26	CHURCHWOOD AVENUE, WEST PARK	6.88	**198**	70	68	0		60	**0**
H3-1A.27	SHADWELL BOYS SCHOOL, SHADWELL LANE, MOORTOWN	5.65	**78**	60	18	0	0	0	**0**
H3-1A.28	SWALLOW DRIVE, POOL IN WHARFEDALE	5.73	**54**	35	19	0	0	0	**0**
H3-1A.29	MICKLETOWN ROAD, MICKLETOWN	2.34	**7**	7	0	0	0	0	**0**
H3-1A.31	MOUNT CROSS, BRAMLEY	1.08	**30**	0	0	0	0	0	**30**
H3-1A.32	BLUE HILL LANE, WORTLEY	1.33	**61**	30	31	0	0	0	**0**
H3-1A.33	BOWCLIFFE ROAD, BRAMHAM	2.11	**30**	0	0	0	0	15	**15**
H3-1A.34	REIN ROAD, MORLEY	2.65	**13**	13	0	0	0	0	**0**
H3-1A.35	EAST MOOR, TILE LANE, ADEL	5.60	**70**	0	0	0	35	35	**0**
H3-1A.36	FORMER THORNHILL SCHOOL, UPPER WORTLEY ROAD, WORTLEY	2.77	**53**	40	13	0	0	0	**0**
H3-1A.37	KILLINGBECK HOSPITAL, KILLINGBECK	10.43	**350**	0	0	50	100	100	**100**
H3-1A.38	ST GEORGES HOSPITAL, ROTHWELL	7.53	**230**	0	30	100	100	0	**0**
H3-1A.39	WESTBROOK LANE/BROWNBERRIE LANE, HORSFORTH (PART)	1.23	**30**	0	0	15	15	0	**0**
H3-1A.40	BUTCHER LANE, ROTHWELL	0.30	**10**		0	0	0	10	**0**
H3-1A.41	HARE LANE, PUDSEY	0.37	**10**	0	0	10	0	0	**0**
Strategic Sites									
H3-1A.42	STATION ROAD, ALLERTON BYWATER	14.77	**520**	0	70	150	150	150	**0**
H3-1A.43	SHARP LANE, MIDDLETON	40.37	**900**	0	0	0	150	150	**600**
Strategic Housing & Mixed Use sites									
H3-1A.44	HOLBECK URBAN VILLAGE	26.00	**900**	0	0	200	200	200	**300**

H3A HOUSING ALLOCATIONS PHASE 1 2003-8									
			ESTIMATED DWELLING CAPACITY						
Reference	**Location**	**Area(ha)**	**Total**	**2003-4**	**2004-5**	**2005-6**	**2006-7**	**2007-8**	**Phase 2**
H3-1A.45	**HUNSLET RIVERSIDE**	62.00	**1000**	0	0	0	250	250	**500**
H3-1A TOTALS		255.75	**5833**	500	439	682	1163	1110	**1939**

H3A HOUSING ALLOCATIONS PHASE 2 2008-12							
			Estimated Dwelling Capacity				
Reference	**Location**	**Area (ha)**	**Total**	**2008-9**	**2009-10**	**2010-11**	**2011-12**
Phase 1 allocations carried forward							
H3-1A.8	**DUNSTARN LANE, ADEL**	2.74	**28**	14	14	0	0
H3-1A.11	**THE LANES, PUDSEY**	0.74	**18**	0	0	18	0
H3-1A.18	**THE GLENSDALES, RICHMOND HILL**	0.52	**25**	0	0	0	25
H3-1A.20	**LINGWELL ROAD, MIDDLETON**	4.26	**73**	0	0	35	38
H3-1A.22	**OAK TREE DRIVE/THORN SCHOOL, GIPTON**	3.49	**110**	70	40	0	0
H3-1A.23	**WATERLOO SIDINGS, OSMONDTHORPE**	7.26	**140**	0	0	70	70
H3-1A.31	**MOUNT CROSS, BRAMLEY**	1.08	**30**	0	0	0	30
H3-1A.33	**BOWCLIFFE ROAD, BRAMHAM**	2.11	**15**	15	0	0	0
H3-1A.37	**KILLINGBECK HOSPITAL, KILLINGBECK**	10.43	**100**	100	0	0	0
H3-1A.43	**SHARP LANE, MIDDLETON**	40.37	**600**	150	150	150	150
H3-1A.44	**HOLBECK URBAN VILLAGE**	26.00	**300**	150	150	0	0
H3-1A.45	**HUNSLET RIVERSIDE**	62.00	**500**	200	200	100	0
Phase 1 Totals		161.00	**1939**	**699**	**554**	**373**	**313**
Phase 2 Greenfield Allocations							
H3-2A.1	**GREENLEA ROAD , YEADON**	1.06	**30**	7	8	7	8
H3-2A.2	**GRIMES DYKE, WHINMOOR**	17.16	**515**	128	129	129	129
H3-2A.3	**RED HALL LANE**	3.57	**110**	27	28	27	28
H3-2A.4	**SEACROFT HOSPITAL**	17.42	**530**	132	133	132	133
H3-2A.5	**BRUNTCLIFFE ROAD, MORLEY**	7.14	**180**	45	45	45	45
H3-2A.6	**DAISY HILL, MORLEY**	2.86	**100**	25	25	25	25
H3-2A.7	**CHURCH LANE, ADEL**	2.56	**70**	17	18	17	18

H3-2A.8	**PUDSEY ROAD, SWINNOW**	1.36	**40**	10	10	10	10
H3-2A.9	**DELPH END, PUDSEY**	1.42	**40**	10	10	10	10
H3-2A.10	**POTTERY LANE, WOODLESFORD**	4.52	**105**	26	26	26	27
Phase 2 Totals		59.37	**1720**	**427**	**432**	**428**	**433**

H3A HOUSING ALLOCATIONS PHASE 3 2012-16								
				Estimated Dwelling Capacity				
Reference	**Location**	**Area(h)**	**Total**	**2012-13**	**2013-**	**2014-15**	**2015 - 16**	**Later**
Phase 3 Greenfield Allocations								
H3-3A.1	**VICTORIA AVENUE, HORSFORTH**	0.42	**15**	4	4	4	3	
H3-3A.2	**WHITEHALL ROAD, DRIGHLINGTON**	1.28	**35**	9	9	9	8	
H3-3A.3	**REEDSDALE GARDENS, GILDERSOME**	0.39	**15**	4	4	4	3	
H3-3A.4	**HAIGH MOOR ROAD, WEST ARDSLEY**	3.57	**19**	4	5	5	5	
H3-3A.5	**FALL LANE, EAST ARDSLEY**	0.22	**10**	2	3	2	3	
H3-3A.6	**SILK MILL DRIVE, COOKRIDGE**	0.4	**20**	5	5	5	5	
H3-3A.7	**CHERRY TREE DRIVE, FARSLEY**	0.44	**10**	2	3	2	3	
H3-3A.8	**CHERRY TREE CRESCENT, FARSLEY**	0.42	**15**	4	4	4	3	
H3-3A.9	**NETHERFIELD ROAD, GUISELEY**	3.23	**90**	22	23	22	23	
H3-3A.10	**LUMBY LANE, PUDSEY**	0.3	**10**	2	3	2	3	
H3-3A.11	**ROBIN LANE, PUDSEY**	0.84	**20**	5	5	5	5	
H3-3A.12	**CHARITY FARM, WOODHALL**	3.23	**50**	12	13	12	13	
H3-3A.13	**MAIN STREET, MICKLETOWN**	0.26	**10**	2	3	2	3	
H3-3A.14	**KESWICK LANE, BARDSEY**	0.34	**10**	2	3	2	3	
H3-3A.15	**MOSES SYKE, SCARCROFT**	0.67	**15**	4	4	4	3	

H3-3A.16	**WEST GRANGE ROAD, BELLE ISLE**	0.88	**35**	9	9	9	8	
H3-3A.17	**URN FARM, BELLE ISLE**	3.32	**100**	25	25	25	25	
H3-3A.18	**THROSTLE GROVE, MIDDLETON**	4.04	**140**	35	35	35	35	
H3-3A.19	**WESTBROOK LANE/BROWNBERRIE LANE, HORSFORTH (PART)**	2.69	**75**	18	19	19	19	
H3-3A.20	**QUEEN STREET, WOODEND, ALLERTON BYWATER**	4.1	**110**	27	28	27	28	
H3-3A.21	**RUMPLECROFT, OTLEY**	5.17	**135**	33	34	34	34	
H3-3A.22	**VILLAGE FARM, HAREWOOD**	1.4	**40**	10	10	10	10	
H3-3A.23	**BAGLEY LANE, FARSLEY**	1.67	**50**	12	13	12	13	
H3-3A.24	**WOODACRE GREEN, BARDSEY**	1.2	**35**	8	9	9	9	
H3-3A.25	**CHURCH FIELDS, BOSTON SPA**	8.57	**165**	41	42	41	41	
H3-3A.26	**THORNER LANE, SCARCROFT**	2.9	**30**	7	8	7	8	
H3-3A.27	**SELBY ROAD/NINELANDS LANE, GARFORTH**	3.03	**85**	21	22	21	21	
H3-3A.28	**MILNER LANE/LEEDS ROAD, ROBIN HOOD**	2.26	**60**	15	15	15	15	
H3-3A.29	**BARROWBY LANE, GARFORTH**	1.13	**35**	8	9	9	9	
H3-3A.30	**EAST OF OTLEY**	30.92	**550**	137	138	137	138	
H3-3A.31	**SOUTH OF MICKLEFIELD**	5.17	**150**	37	38	37	38	
H3-3A.32	**MANOR FARM MICKLEFIELD**	15.54	**400**	100	100	100	100	
H3-3A. 34	**MATTY LANE, ROBIN HOOD**	0.71	**20**	5	5	5	5	
Strategic Site								
H3-3A.33	**EAST LEEDS EXTENSION**	196.00	**3375**	300	300	300	300	2175
PHASE 3 Totals		**306.71**	**5934**	**931**	**950**	**936**	**942**	**2175**

NOTES TO H3 SUMMARY AND ALLOCATIONS TABLES

The capacity figures for allocated sites are actual figures from planning permissions where these exist or estimates of capacities achievable in the light of PPG3 density guidance. Some sites were under construction on the plan base date of 31 March 2003, and in these cases, the capacity is the number of uncompleted dwellings outstanding at that date. The capacities are working assumptions, not targets, maxima or minima.

Site areas are a mixture of gross (i.e. including land unlikely to form part of the net housing area) and net in the sense defined in Annex C of PPG3, and relate to the whole site, whether or not any of it is complete. Capacities cannot therefore be combined with site areas to estimate density.

Phase 1 allocations can be developed at any time, but it is expected that some phase 1 capacity will be carried over into phase 2. The timings shown are best estimates and in no sense prescriptive. The timing of phase 2 and phase 3 developments is unknown, since it depends on when other sources of supply run short. The available capacity has therefore been spread out evenly over the notional time-spans of the two phases.

The estimates of H4 development included in the summary table are largely trend based. The lower end of the range assumes that sites will continue to come forward at the average rate of the period 1991-2003; the upper end assumes that the higher rates of release observed since the publication of PPG3 in 2000 will be maintained. Separate assumptions about City Centre development are made, taking account of local circumstances and experience elsewhere. Generally the estimation method follows the model explained more fully in the Housing Land Monitors.

7.4 LONG TERM GROWTH

7.4.1 When the original UDP was adopted in 2001, it was envisaged, on the basis of population projections then current, that there would be a net increase of some 50,000 households in Leeds between 1991 and 2016. The Plan provided land for some 28,500 dwellings to 2006, leaving about 21,500 households to be accommodated thereafter. Taking into account the proportion of the need that was expected to be met within existing urban areas, it was estimated that 430 hectares of land was required to meet long term needs, though the actual area of land safeguarded now under Policy N34 is now about 352 hectares.

7.4.2 This area of land remains undeveloped and, given greater emphasis now on development of brownfield land within existing urban areas, and the capacity identified there for such development, it is likely to provide a very generous reserve for possible long-term development. However, it is unnecessary to seek to quantify now with any precision the area that might be needed after the Review period as the primary purpose of safeguarded land is to provide some flexibility for growth and development within Green Belt boundaries that will endure for the foreseeable future.

7.5 SOCIAL HOUSING NEEDS

7.5.1 In addition to ensuring a sufficient overall supply of housing in Leeds District, it is equally important to ensure that some of this total will serve to accommodate the needs of certain groups whose needs may be largely ignored by providers operating solely according to market criteria. Numerically the most significant of these groups are households on low incomes; elderly people; ethnic minorities; people suffering from physical disabilities; and students.

7.5.2 Government guidance has increased the extent to which these social aspects can be regarded as valid planning considerations, though legislative provisions remain limited. Consequently, it is essential that the UDP fully utilises current land-use legislation, exploring all feasible opportunities to increase access to adequate housing for those least able to compete on market terms. The following series of policies is designed therefore to redress inequalities in market provision, so far as is allowed by the statutory framework and other governmental constraints. Policy H9 expresses the Council's general approach to dealing with housing provision, and the meeting of social needs. It is intended to ensure that the particular housing needs of the community are not ignored in the aggregate provision of housing in an area. The desire for a "balanced provision" is not a requirement that every housing development should cater for all the housing needs groups listed in the Policy, but provision should be made to meet the needs of the locality, or should take advantage of appropriate opportunities to meet District-wide needs.

Accordingly:

H9: THE CITY COUNCIL WILL SEEK TO ENSURE THAT A BALANCED PROVISION IN TERMS OF SIZE AND TYPE OF DWELLINGS IS MADE IN HOUSING DEVELOPMENTS (INCLUDING CONVERSIONS), IN RELATION TO THE RANGE OF THE DISTRICT'S HOUSING NEEDS OF THE FOLLOWING, MAKING PROVISION WHERE NEEDS ARISE, OR WHERE APPROPRIATE OPPORTUNITIES EXIST:

ETHNIC MINORITIES;
ELDERLY PEOPLE;
PEOPLE WITH DISABILITIES;
HOUSEHOLDS ON LOW INCOMES;
STUDENTS.

7.5.3 The City Council will use all the powers at its disposal to secure appropriate provision for special needs housing across the District. The main mechanism is likely to be the Leeds Partnership Homes Scheme. This is a pioneering scheme set up in 1990 with the aim of helping to fill the gap in the provision of new social housing caused by the virtual withdrawal of funding for local authority house building. It is a non-profit making company formed from a partnership between the City Council and five major housing associations, with the aim of providing 1,800 homes for rent and 300 low-cost homes for sale within five years. Both new and rehabilitated homes will be provided. Rents and sale prices are kept to affordable levels by means of subsidies in the form of Council land transferred to the company at no cost, and grant aid from the Housing Corporation. It is also intended to plough back into the Scheme profits from the sale and development of other higher value sites which will also be conveyed to the company. The City Council will hold nomination rights over 75% of the new tenancies which will ensure that the dwellings go to those most in need.

7.5.4 The Local Housing Authority's essentially enabling role in the field of social housing is achieved primarily through the Leeds Partnership Homes scheme. A Housing Needs Strategy Group has been established, consisting of representatives of the Housing Department and Leeds Partnership Homes. This Group aims over the next three years to identify housing needs across the City and within specific localities, and the means of meeting those needs. The Housing Authority will aim in this way to ensure that housing association development meets identified needs. Beyond this, the City Council is able to negotiate what is needed: the majority of social needs housing will have to be provided by private developers. The UDP has a role to play in this respect, in offering guidance on the type, scale and location of provision for different needs.

7.5.5 Sites considered appropriate for a particular social needs category, or for social needs housing in general, are identified where possible in the Section III: Area and Site Statements. In addition to normal development control criteria, applications for housing development on these sites will be considered in the light of the policies in this section. Also relevant are the issues raised by accommodation in residential institutions: these are considered in paras. 7.7.5 - 7 below.

The needs of ethnic minorities

7.5.6 The social and cultural traditions of ethnic minority groups often result in particular housing needs. For example, the Asian community is characterised by strong ties of family and religion which results in very close-knit extended families. Hence, the average family size of ethnic minority groups tends to be larger than the District average, and greater needs are generated for larger sized dwellings. In implementing Policy H9, the City Council will pay regard to the ethnic composition of the locality in which housing proposals are made, and take account of the need for large units when considering the appropriate mix of dwellings.

The needs of elderly people and those with disabilities

7.5.7 With a population which is increasingly ageing, it is important that the housing needs of elderly persons are given urgent attention. Clearly many elderly people will wish to continue to live in standard housing throughout their lives. However, the failure to address adequately the specific needs of many elderly people in the past has resulted in a substantial imbalance between demand for accommodation for the elderly and its supply. Where a shortfall is evident, it needs to be tackled by a greater proportional development of housing for the elderly than would otherwise be the case. Much the same applies to housing for people with disabilities.

7.5.8 In January 1995, the Government published a consultation paper setting out proposed mobility design standards for new housing. If adopted, the requirement for housing to comply with mobility design standards will become part of the Building Regulations. The consultation paper indicates that only the consequences for the provision of mobility housing of the general locational distribution of housing on a site should be matters of planning concern. In planning terms, the needs of elderly people and those with disabilities are similar. In both cases, the location of the housing is highly significant, in terms of access to day-to-day facilities, such as shops, a Post Office, public transport links etc. Site characteristics are also important: for example there must be sufficient scope for amenity space (although not large gardens requiring maintenance), visitor parking and drop-off facilities for ambulances. The dwelling units themselves must be designed so as to afford maximum comfort and minimum obstacles to movement; generally, they will need to

be smaller, more economical and hence more manageable than traditional family houses.

7.5.9 It should be noted that there is evidence that households which do not fall into either of these categories benefit from houses built to the requirements of elderly and disabled persons. This is particularly the case with families with young children, or a household which accommodates an elderly relative (or receives frequent visits). Furthermore, the advantage of housing built to mobility standards, regardless of current occupier, is that residents who become disabled or elderly during occupancy do not necessarily need to move as a result of that personal change, thus saving the additional burden of relocation on top of their new circumstances. This reinforces the element within Policy H10 which, in line with the Council's local-needs based approach to housing development, and the growing emphasis on community care, advocates a dispersed provision of special needs housing, to ensure that those people who do need to move to more appropriate accommodation do not also have to leave their community. Accordingly:

H10: PROPOSALS FOR HOUSING DEVELOPMENT WILL NEED TO CONSIDER THE SUITABILITY OF THE SITE TO ACCOMMODATE DEVELOPMENT SPECIFICALLY FOR ELDERLY AND FOR DISABLED PEOPLE, IN ACCORDANCE WITH POLICY H9.

THE CITY COUNCIL WILL SEEK BY NEGOTIATION AND BY ITS OWN ACTIONS THROUGH THE OPERATION OF THE LEEDS PARTNERSHIP HOMES SCHEME TO SECURE APPROPRIATE PROVISION FOR PEOPLE WITH SPECIAL NEEDS IN ALL THE COMMUNITIES WITHIN THE DISTRICT.

WHERE APPROPRIATE THE COUNCIL WILL SEEK TO ENSURE THAT THE LAYOUT OF HOUSING DEVELOPMENT TAKES ACCOUNT OF THE TOPOGRAPHICAL NATURE OF SITES TO MAXIMISE THE POTENTIAL FOR PROVISION OF HOUSING TO MOBILITY STANDARDS.

The needs of households on low incomes: affordable housing

7.5.10 "Affordable housing" is defined here as accommodation provided to meet the present and future needs of households unable to secure adequate housing at prices determined by the market.

7.5.11 In terms of absolute numbers, this is perhaps the most significant aspect of social housing, reflected in successive Government guidance in the form of Circulars, PPGs, Ministerial speeches and a draft explanatory note, but regrettably not by enhanced budgets.

7.5.12 Although concerns have been raised about the increasing use of the planning system as a substitute means of producing affordable housing, it is recognised that nothing will be achieved unless opportunities which do exist are exploited to the full by voluntary and public sector bodies working in partnership with private developers. Fortunately the City Council as Housing Authority has been actively engaged for decades in maximising the quantity and quality of accommodation available to residents of Leeds regardless of income. Faced with statutory and financial constraints, the Council has responded positively to the need to maintain an adequate supply of housing for households on limited incomes. Most recently PPG3's recommendation of partnerships with housing associations and the use of Council-owned land is a reflection of Leeds' innovative approach to housing provision, already underway in its Leeds Partnership Homes Scheme.

7.5.13 Against this background of fiscal and legislative restraint, balanced by local experience and corporate intent, the UDP encompasses a positive formula designed to achieve genuine sustainable progress in meeting the housing needs of low income households in Leeds. In outline, the approach is based on a two part initiative: firstly, a justification and general requirement for housing developments to incorporate a proportion of affordable units; and secondly, a methodology for the implementation of schemes at the local level and their retention for the benefit of future generations. This initiative will be carried out by the City Council both as Local Planning Authority and as Local Housing Authority.

District-wide need

7.5.14 It is clear that there is a substantial need for "affordable housing" in Leeds. However, precise quantification is a complex matter, inevitably influenced by assumptions, definitions and value judgements. Only an indication of the scale of the problem can be provided here. Information contained in the City Council's Housing Investment Programme (HIP) submission, produced annually, and other information supplied by the Council's Housing Department provide some analysis of the extent of these housing needs in the District.

7.5.15 There are many ways of attempting to define the nature and scale of the need for affordable housing, perhaps the simplest being comparison of local income levels and house prices. For an illustration, the City Council's HIP submission (July 1992) presents a comparison between local house prices (based on a Council survey in July 1992) and Leeds average earnings. Table 1 following compares the average price found for one and two bedroomed properties, and resultant monthly mortgage payments (based on a 95% mortgage), with Leeds net male earnings, and shows the scale of the problem faced in "affording" housing. It should also be noted that the Council's survey found no newly built private

houses for sale at less than £40,000.

Table 1: Comparison between Leeds housing prices and average earnings

	1 bedroomed Property	2 bedroomed Property
Average asking price	£39,049	£47,084
Approximate mortgage (pcm)	£264	£332
Mortgage repayment as % of average male net earnings in Leeds (£820 pcm)	32.2%	40.5%
Mortgage repayment as % of average male net earnings for bottom 25% of wage earners in Leeds (£553 pcm)	47.7%	60.0%

Source: Leeds City Council Housing Investment Programme 1993/4 submission. Note: average female earnings in Leeds are approximately 70% of male earnings.

7.5.16 However, probably the most appropriate detailed measure of the scale of the problem is provided by the Local Housing Authority's records of households seeking the Council's assistance in finding housing, in essence because housing on the open market is not "affordable" to them. There were approximately 35,000 households on the full Council waiting and transfer lists at the end of 1992/93. Of these households, there were approximately 4,600 on the Council's priority waiting lists (Leeds City Council priority categories A and B), which represents perhaps the most appropriate measure of a minimum scale of need for affordable housing.

7.5.17 The Council's waiting lists provide detailed evidence for 38 sectors of the City (based on housing management offices) of different types of housing need. Priority categories A and B comprise households assessed by the Council to be statutorily homeless (under the Housing Act 1985 and related DoE Code of Guidance), and other households experiencing severe housing problems.

7.5.18 Table 2 following shows the growing scale of the priority categories on the Council's waiting lists, which has increased by 50% in the last 5 years:

Table 2: Households on Leeds City Council's waiting lists 1987/8 - 1992/3 (Priority categories A and B):

1987/88	3,053
1988/89	3,064
1989/90	3,387
1990/91	4,121
1991/92	4,724
1992/93	4,576
Average 1987/8-1992/93	3,821

Source: Leeds City Council, Department of Housing (1993)

7.5.19 Despite the efforts of the Leeds Partnership Homes Scheme these recent trends suggest a growing problem. The scale of need for affordable housing can be expected to grow at a far greater rate than the increased need for housing generally throughout the District over the UDP period. Current levels provide a guide only of a minimum overall requirement for future provision. By expressing these figures as a proportion of overall housing need for the Plan period, a measure may be obtained of the "average" level of provision for affordable housing, District-wide, which should be sought from individual sites. Section 7.2 and 7.3 established the overall need for 28,500 dwellings in the period 1991 to 2006, of which 2,300 had already been built. A further 4,560 have planning permission (Policy H3A). This leaves 21,600 which will need to be built. As a reasonable target, if affordable housing is to be constructed by the end of the Plan period which at least matches the scale of the priority homeless categories indicated in Table 2, **on average some 15 - 25 % of all new houses built should be "affordable".**

7.5.20 It is reasonable for consideration of the provision of affordable housing on all qualifying sites to relate to this "average" requirement as a starting point, or initial benchmark but the exact proportion of affordable housing to be provided on each site would be determined according to Policy H12. Affordable housing will not be sought on the smaller sites which fall below the general size thresholds of 25 dwellings or 1 ha. In rural areas of 3000 population or less affordable housing will be sought according to local assessment of housing need and land supply. Therefore:

H11: FOR HOUSING DEVELOPMENTS THROUGHOUT THE DISTRICT THE COUNCIL WILL NEGOTIATE WITH THE DEVELOPERS TO PROVIDE AND MAINTAIN AN APPROPRIATE PROPORTION OF AFFORDABLE HOUSES.

Local implementation

7.5.21 When applying Policy H11 to individual housing applications, the City Council will discuss with the applicant the extent to which the benchmark proportion indicated in paragraph 7.5.19 is appropriate, having due regard to all surrounding circumstances. Normally this will need to be assessed within the context of an appraisal of need for affordable housing in the locality undertaken by the City Council, with assistance where possible and appropriate by the developer. This appraisal will seek to establish whether the provision of affordable housing on a site would be appropriate in principle, and to establish the most appropriate proportion relative to the District-wide target. Accordingly:

H12: THE CITY COUNCIL WILL NEGOTIATE THE PROPORTION AND TYPE OF AFFORDABLE UNITS APPROPRIATE ON INDIVIDUAL SITES, IN THE CONTEXT OF AN APPRAISAL OF THE EXTENT AND NATURE OF NEED FOR AFFORDABLE HOUSING IN THE LOCALITY, AND THE CHARACTERISTICS OF THE SPECIFIC SITE.

7.5.22 The assessment of the appropriate scale and type of affordable housing on a site will consist of two broad elements. Firstly, a more precise quantification of the extent of need within the locality will be required, for comparison with the District-wide scale of need noted. The survey area should reflect the size of the site and its catchment area (based on existing urban form and transport systems). It should encompass also consideration of the type of dwellings most needed in the locality, for example for single persons, or family accommodation. Account should be taken of the extent and nature of localised housing need including assessment of local housing waiting list information; the impact of any direct social housing being built in the area; and local house prices.

7.5.23 The second element of the assessment should comprise two distinct parts. Firstly, it should assess the site's suitability for providing housing for households on low incomes. This aspect will entail consideration of factors such as proximity to public transport and accessibility to social and community facilities and to employment opportunities. Secondly, the study should address the viability of incorporating an element of

affordable housing in the development, reflecting site conditions such as size of site, the likelihood of excess costs arising for instance from the previous use (e.g. demolition of redundant buildings, decontamination of land) or access difficulties.

7.5.24 To ensure that any affordable homes secured by Policies H11 and H12 retain their "affordability", and thus serve the needs of successive rather than exclusively the initial occupiers, a suitable scheme must be devised, where appropriate with a suitable body such as a housing association or charitable trust:

H13: PRIOR TO ANY DEVELOPMENT COMMENCING, APPLICANTS WILL BE REQUIRED TO DEMONSTRATE THAT THE AFFORDABILITY OF THE UNITS PROVIDED UNDER POLICY H11 WILL WHERE POSSIBLE BE MAINTAINED IN PERPETUITY USING:

i. A MANAGEMENT SCHEME IN ASSOCIATION WITH AN APPROPRIATE BODY, OR

ii. A PLANNING CONDITION OR OBLIGATION TO CONTROL OCCUPANCY.

7.5.25 The City Council is acutely aware of the need for affordable housing throughout the urban and rural parts of the District, and accordingly will apply these policies with vigour through the corporate mechanisms established by the Planning and Housing Departments. However, affordable housing proposals will not be accepted at the cost of minimum space and design standards established by the UDP environment policies. It is acknowledged that it may not be possible to secure the retention in perpetuity of the affordability of certain types of affordable housing including shared ownership schemes and starter homes.

Rural needs

7.5.26 As PPG3 (March 1992) (Annex A, para. 44) indicates, in certain localities where need cannot be met by the above arrangements, there may be scope to release land for affordable housing which might otherwise have a presumption against built development (for example land within the Green Belt). To maximise the scope for such schemes, the following approach is adopted:

H14 DEVELOPMENT PROVIDING AFFORDABLE HOUSING ON SMALL SITES WITHIN OR ADJOINING EXISTING VILLAGES IN RURAL AREAS NOT ALLOCATED FOR DEVELOPMENT IN THE UDP MAY BE PERMITTED EXCEPTIONALLY WHERE IT

CAN BE SHOWN THAT IT WOULD MEET LOCAL HOUSING NEEDS ACCEPTED AS BEING OVERRIDING IN THE LOCALITY. 'LOCAL' AND 'LOCALITY' WILL BE DEFINED AS RELATING TO THE IMMEDIATE VILLAGE OR VILLAGES OR TO THE PARISH OR IMMEDIATELY ADJACENT PARISH OR PARISHES. SUCH DEVELOPMENT MUST ACCORD WITH POLICY H13 AND, WHERE THE SITE IS IN THE GREEN BELT, IT WILL BE NECESSARY TO SHOW THAT NO SUITABLE ALTERNATIVE SITES ARE AVAILABLE OUTSIDE THE GREEN BELT. DEVELOPMENT UNDER THIS POLICY IN THE GREEN BELT WILL BE REQUIRED TO CONFORM WITH POLICY GB17 IN APPENDIX 5 IN VOLUME 2 OF THE UDP.

7.5.27 Whilst PPG3 (March 1992) states that it "does not alter the general presumption against inappropriate development in the Green Belt", it does recognise that "very limited development within existing settlements may be acceptable [in] and consistent with the function of the Green Belt." Appendix 5 (Policy GB17) provides details of the way in which the Green Belt policies are expected to operate in this respect, given the intended long term definition of the Green Belt in this UDP. In accordance with Policies H12 and H13, evidence will be required of genuine local need, where possible supported by the town or parish council, and strict legal undertakings to accompany any such policy application, limiting future occupancy to those unable to afford market housing. Such stringent criteria are not intended to prevent the provision of affordable housing, but to ensure that proposals will not undermine the objectives of the Green Belt, and will satisfy special needs in perpetuity, whilst ensuring that due regard is paid to the amenities of current and future residents. In this regard, preference will be given to locations outside the Green Belt (Policy N32). However, in exceptional cases, reflecting PPG3, low-cost housing schemes may be accepted within the Green Belt, in the absence of any acceptable alternatives.

The needs of students

7.5.28 Over the last decade there has been a city-wide increase in the private rented sector from 7 to 12% of total dwellings, but Headingley and adjoining areas have experienced a far greater increase than comparable inner areas of Leeds because of the growth in student numbers. The number of full time students in Leeds has risen from 22,000 in 1991 to 40,000 in 2005 and it is estimated that this will grow by another 5000 over the UDP Review period. This growth brings benefits to Leeds in terms of widening educational opportunity, injection of spending power into the local economy, enhancement of the City's academic status and contribution to the City's culture. However, the uneven distribution of the resulting student population poses a serious problem. Headingley has proved to be the most popular location for students because of proximity

to Universities, location of existing halls of residence, shops, pubs and that it is perceived to be an attractive & safe area. The fact that large numbers of properties in and around Headingley are let to students inevitably puts pressure on the housing stock available for other sectors of the population and reduces that suitable for families. This encourages the view that the population overall is out of balance and that action is needed to ensure a sustainable community.

7.5.29 Problems associated with concentrations of student housing include:

- short term residency engenders a lack of community integration and creates problems of service delivery
- dwelling to dwelling noise from neighbours,
- late night street noise and disturbance from revellers returning home
- unsightliness of preponderance of to-let boards
- house appearances neglected by unconscientious landlords
- garden planting replaced by inert surfaces giving an unattractive appearance to streetscenes
- dumping of house clearance material at the end of term
- pressure for greater provision of establishments catering for night time entertainment and consequent detrimental impact on residential amenity
- gradually self-reinforcing unpopularity of area for families wishing to bring up children and consequent surplus of local school places
- transient population reduces the ability to self-police and avert crime

It is not suggested that all these problems are solely attributable to the presence of students, or that all students create such problems. Nor are the majority of them capable of being solved directly through planning powers. Nevertheless they are particularly associated with a high concentration of student occupancy, and planning has an important role in reducing and managing them through working to ensure that the community as a whole is well balanced and sustainable for the long term.

7.5.30 There has long been concern about the over-concentration of students living in the wider Headingley area and recognition that the issue of population imbalance as well as the various problems it generates need to be tackled in a multi-disciplinary way and in partnership with other relevant bodies. A number of Council services have a part to play particularly Environmental Health, Housing, Street Cleansing, Licensing and Planning, but also the Universities and landlords. The objective has to be better planning and management of the growth of students coming to study in Leeds. This section deals with planning policy to control the growth of the student population in the wider Headingley area and measures to disperse students to other appropriate parts of the City. In essence, the overall objective will be to achieve a more mixed population which is inclusive and sustainable. In addition, there is a commitment to address the problems associated with the concentration of students in the area identified in paragraph 7.6.29 above. This commitment is reflected

generally in the second part of Policy H15 which provides a starting point for area based work to develop detailed proposals and projects in co-operation with stakeholders.

Area of Housing Mix

7.5.31 Planning control over student housing is limited because a change from a family dwelling to one occupied by students living together as a household does not generally require planning permission. Accordingly it is only purpose-built student housing, extensions to existing properties occupied by students and changes of use that will require permission.

7.5.32 Within these limitations the Council will use its development control powers to manage provision of additional student housing as far as possible so as to maintain a diverse housing stock that will cater for all sectors of the population including families. It will also encourage proposals for purpose-built student housing, specifically reserved and managed for that purpose, that will improve the total stock of student accommodation, relieve pressure on conventional housing and assist in regenerating areas in decline or at risk of decline. This approach will apply within an Area of Housing Mix covering Headingley, Hyde Park, Burley and Woodhouse where students form a significant part of the population, together with the adjoining areas of Moor Grange and Lawnswood where pressure is likely for further student housing.

7.5.33 The Council will also work with the universities and with providers of student accommodation to agree a student housing strategy for the Area which will aim to strike a balance between this and other forms of housing; to set out Headingley's role in terms of accommodating student housing and to progressively improve the student housing stock.

POLICY H15

WITHIN THE AREA OF HOUSING MIX PLANNING PERMISSION WILL BE GRANTED FOR HOUSING INTENDED FOR OCCUPATION BY STUDENTS, OR FOR THE ALTERATION, EXTENSION OR REDEVELOPMENT OF ACCOMMODATION CURRENTLY SO OCCUPIED WHERE:

i) THE STOCK OF HOUSING ACCOMMODATION, INCLUDING THAT AVAILABLE FOR FAMILY OCCUPATION, WOULD NOT BE UNACCEPTABLY REDUCED IN TERMS OF QUANTITY AND VARIETY;

ii) THERE WOULD BE NO UNACCEPTABLE EFFECTS ON NEIGHBOURS' LIVING CONDITIONS INCLUDING THROUGH INCREASED ACTIVITY, OR NOISE AND DISTURBANCE, EITHER FROM THE PROPOSAL ITSELF OR COMBINED WITH EXISTING

SIMILAR ACCOMMODATION;

iii) THE SCALE AND CHARACTER OF THE PROPOSAL WOULD BE COMPATIBLE WITH THE SURROUNDING AREA;

iv) SATISFACTORY PROVISION WOULD BE MADE FOR CAR PARKING; AND

v) THE PROPOSAL WOULD IMPROVE THE QUALITY OR VARIETY OF THE STOCK OF STUDENT HOUSING.

7.5.34 The area of housing mix is identified under policy R2 as an area policy initiative where the council will work with the universities, providers of student accommodation and the local community to draw up a student housing strategy. So far as is possible in planning terms that strategy will:

- manage provision of new student accommodation so as to maintain a reasonable balance with other types of housing
- seek progressive improvement of the student housing stock
- identify opportunities for provision of purpose-built and managed student housing that would reduce pressure on the rest of the housing stock.

7.5.35 Outside of the Area of Housing Mix, students make up a small fraction of the population. This is beginning to change in the City Centre where a number of student accommodation schemes are materialising. Significant potential exists for further student housing provision in the City Centre and in locations elsewhere. To be successful, such provision will need to be well served by public transport connections to the Universities, have the potential to appeal to students and be capable of being assimilated into the existing neighbourhood without nuisance. The City Council will encourage and support pioneer developments in such locations to help establish a critical mass of student presence and, ultimately, generate alternative popular locations for students to live, other than the wider Headingley area. In order to boost the attractiveness of developments in new locations and counter negative perceptions of insecurity, there will be a need for good design, and measures such as good lighting, CCTV, secure parking, good visibility, and habitable room windows overlooking spaces to provide natural surveillance. Consideration should extend beyond the boundaries of the site to ensure that the development integrates into the neighbourhood and enhances security for all.

POLICY H15A

THE COUNCIL WILL WORK WITH THE UNIVERSITIES AND WITH ACCOMMODATION PROVIDERS TO PROMOTE STUDENT HOUSING DEVELOPMENTS IN OTHER AREAS BY IDENTIFYING AND

BRINGING FORWARD FOR DEVELOPMENT SITES THAT WOULD SATISFY THE CRITERIA SET OUT BELOW:

i) HAVE GOOD CONNECTIONS BY PUBLIC TRANSPORT TO THE UNIVERSITIES, EITHER EXISTING OR TO BE PROVIDED TO SERVE THE DEVELOPMENT; OR BE CLOSE ENOUGH TO ENABLE EASY TRAVEL ON FOOT OR BY CYCLE;

ii) BE ATTRACTIVE TO STUDENTS TO LIVE AND OF SUFFICIENT SCALE TO FORM A VIABLE STUDENT COMMUNITY, EITHER IN THEMSELVES OR IN ASSOCIATION WITH OTHER DEVELOPMENTS;

iii) BE WELL INTEGRATED INTO THE SURROUNDING AREA IN TERMS OF SCALE, CHARACTER AND ASSOCIATED SERVICES AND FACILITIES;

iv) CONTRIBUTE DIRECTLY TO THE REGENERATION OF THE SURROUNDING AREA, PREFERABLY AS PART OF COMPREHENSIVE PLANNING PROPOSALS; AND

v) NOT UNACCEPTABLY AFFECT THE QUALITY, QUANTITY OR VARIETY OF THE LOCAL HOUSING STOCK.

Accommodation needs of Travellers and Travelling Show-people

7.5.36 Following the publication in 1992 of its consultation paper "Reform of the Caravan Sites Act 1968", the Government has announced that it intends to repeal the duty of local authorities to provide accommodation for travellers under the Caravan Sites Act 1968. Whilst local authorities would continue to have discretionary powers to provide sites for travellers, under the Caravan Sites and Control of Development Act 1960, the Government proposes to remove financial assistance for the provision of these sites. This legislation, which forms part of the Criminal Justice and Public Order Bill, is due to be enacted by Parliament in July 1994. The intention is that this measure will lead to more travellers applying for planning permission and then buying their own sites to develop and manage. More private sites could release pitches on local authority sites for travellers most in need of public provision. In the longer term, the Government's proposals are likely to result in a move towards smaller, self-contained travellers' sites, based on the extended families which form a stable base of the Leeds' traveller population.

7.5.37 Circular 1/94, "Gypsy Sites and Planning", revises guidance on aspects of sites for the accommodation of travellers. The Circular advises that planning applications for travellers should be treated in the same way as other developments, and that the special consideration which was previously afforded to gypsy sites in the Green Belt should be removed.

In combination with a number of other strict amenity considerations raised by the Circular, this is likely to mean that identifying sites will prove even more difficult than it is at present. As a result, travellers will continue to rely on local authority provided sites for the foreseeable future.

7.5.38 The City Council has already made provision for 56 pitches at Cottingley Springs. However, most of the residents of these sites are `permanent' settlers and waiting lists are long. There are a number of unauthorised gypsy sites within the District which cause local environmental concerns and have resulted in inadequate facilities for the travellers themselves. Attempts to identify and bring forward additional sites are still in progress, but in addition to this the City Council is now encouraging gypsies and travelling show people to come forward with their suggestions for sites.

7.5.39 For its part the City Council is committed to continuing and extending its provision of sites for travellers, in addition to responding positively to applications for private sites:

H16: THE CITY COUNCIL WILL CONTINUE TO SEARCH FOR SUITABLE PERMANENT, TEMPORARY STOPPING AND TRANSIT SITES TO PROVIDE ACCOMMODATION FOR TRAVELLERS AND TRAVELLING SHOWPEOPLE, AND WILL ENCOURAGE SUITABLE PRIVATE SITES TO BE ADVANCED, IN ORDER TO PROVIDE A BALANCED DISTRIBUTION THROUGHOUT THE DISTRICT WHICH WILL SUPPLEMENT EXISTING PROVISION IN SOUTH WEST LEEDS.

SUITABLE SITES WILL NEED TO BE:

i. ACCEPTABLE TO THE TRAVELLERS' COMMUNITY ITSELF;

ii. WITHIN EASY REACH OF COMMUNITY AND OTHER FACILITIES;

iii. IN LOCATIONS WHERE THE ENVIRONMENT PROVIDES ACCEPTABLE LIVING CONDITIONS, AND WHERE THE DEVELOPMENT WILL NOT HAVE UNACCEPTABLE ENVIRONMENTAL CONSEQUENCES.

SITES FOR TRAVELLERS WILL NOT NORMALLY BE ACCEPTABLE IN THE GREEN BELT, ON PLAYING FIELDS AND OTHER SITES IDENTIFIED FOR GREENSPACE PURPOSES, ON THE BEST AND MOST VERSATILE AGRICULTURAL LAND, AND WHERE THEY WOULD RESULT IN DETRIMENTAL IMPACT ON A SITE OF OF NATURE CONSERVATION INTEREST PROTECTED UNDER POLICY N50.

7.5.40 Depending upon the characteristics of the traveller population, the type of accommodation required tends to fall into three categories. Applicants proposing to develop private gypsy sites will normally be expected to make provision within their sites in line with the following, although in all cases applications will be judged on their individual merits:

Residential Sites, for a settled population: surfaced roads, hardstanding for pitches, additional space for caravans, cars and lorries, work spaces, domestic areas, children's play areas, services including drinking water, sanitation and refuse collection and if possible spare capacity for visiting families and family events;

Temporary Stopping Sites, often connected to seasonal work: surfaced roads, hardstanding for pitches, services including drinking water, sanitation and refuse collection;

Transit Sites, for travellers briefly passing through an area: hardstandings for pitches and services including drinking water, sanitation and refuse collection.

7.5.41 All of the sites ideally should have drained and stable surface areas, in addition to a suitable means of marking site boundaries such as hedges or trees. The duration of temporary stopping and transit sites will depend on the nature of the sites and upon the seasonal activities of the resident traveller community, but may be several months or many years.

7.5.42 The Government guidance contained in Circular 1/94 does not affect the statutory duty of Local Authorities to provide adequate accommodation for travelling show-people.

7.5.43 As the DoE recognises in Circular 22/91, travelling show-people also have particular housing needs. Although they have a mobile lifestyle, show-people need a permanent base where they can establish themselves, and for example bring up their children, and maintain their equipment. As providers of entertainment, show-people make a welcome contribution to the varied attractions of the District. However, the Council has sought unsuccessfully to identify sites suited to their particular requirements. Accordingly, in future it is considered that the responsibility will need to rest with the show-people themselves to suggest sites they consider appropriate; these will then be sympathetically considered in the light of local planning considerations, including environmental and transport matters. Over the years the City Council has provided, and subject to the availability of appropriate sites will continue to provide, temporary accommodation for travelling show people.

7.6 HOUSING RENEWAL

7.6.1 The condition of existing housing will remain a key concern of the City Council. The District has benefited over many years from a series of programmes of public action which has resulted in either the refurbishment or the clearance and replacement of many unfit and structurally unsound dwellings. However, despite these efforts, the condition of some of the housing stock remains a serious problem. The estimates in the 1992/3 Housing Investment Programme submission show that there are 7,000 Council houses which may fail the new fitness standard introduced by the Local Government and Housing Act 1989, and as many as 30,000 dwellings in the private sector. While many of these are pre-First World War back-to-backs and terraces, there is also a growing problem with inter-war properties. In addition there are 4,600 dwellings designated defective under the Housing Defects Act, and an estimated 115,000 dwellings in need of partial renovation.

7.6.2 This represents a major burden of maintenance which considerably exceeds the resources available to the City Council to deal with it. Faced with this mismatch between needs and resources, there has been no alternative but to adopt a selective and targeted strategy. Since 1985, the Council has sought to concentrate funding for the renovation and improvement of **private** housing in the Urban Renewal Areas located mainly in inner Leeds. It is hoped to continue this policy, but the Local Government and Housing Act 1989 introduced a new set of procedures for improvement and renewal (para. 5.3.20 above). The existing priority areas will need to be redesignated as Renewal Areas under the terms of the Act if they are to continue in being. Fresh assessments of the neighbourhoods are required if this is to be done, and pilot work on these has commenced.

7.6.3 In the case of **public sector** housing, the counterpart of the Urban Renewal Area is the Estates Action Programme, which aims to concentrate resources on particular Council estates with a view to achieving a measurable impact on housing and environmental conditions. Support is sought from housing associations and other agencies able to contribute, and a particular feature is often the close involvement of tenants in identifying and sometimes managing improvement strategies. Schemes approved by the Government are eligible for additional funding. Six areas in Leeds have so far been identified for action.

7.6.4 The Council will aim to continue this targeting policy. Accordingly:

H17: PRIORITY WILL BE GIVEN TO THE IMPROVEMENT OF THE QUALITY OF THE HOUSING STOCK WITHIN THE DEFINED URBAN RENEWAL AREAS, AND WITHIN THOSE COUNCIL ESTATES SUBJECT OF THE COUNCIL'S ESTATES ACTION PROGRAMME.

7.6.5 As Chapter 11 on Urban Regeneration indicates, the identified priority areas will need to be reviewed, particularly when further information is available, for example from the 1991 Census (and any subsequent local surveys, such as the intended house conditions survey). A flexible approach is essential in the targeting of future action.

7.7 OTHER POLICY AREAS

Houses in Multiple Occupancy

7.7.1 In addressing the City's housing problems, a distinction has to be drawn between traditional houses in multiple occupancy (HMOs) which involve bedsits which are not self-contained and let to separate individuals, and shared student accommodation which involve large cluster flats and houses let to groups of students. The distinction can be blurred, but generally these two housing sectors pose different problems for the City and need to be addressed in different ways. Student accommodation has become a problem in the north west sector of the Leeds Main Urban Area because of excessive concentration of student population at the expense of the longer term indigenous population. Traditional HMOs often present more intrinsic problems to do with fitness of accommodation for occupiers but can also raise wider amenity problems when clusters of HMOs form. The traditional HMO housing sector has been contracting for decades, but large numbers of HMOs still exist all over Leeds, particularly in the older terraced areas of the inner city. This section deals with the issues of traditional HMOs; policy on student housing is provided earlier in this Chapter.

7.7.2 Houses in multiple occupancy (HMOs) frequently offer the worst living conditions, both internally and externally. Overcrowding is common, the provision of basic amenities is poor, noise can be a problem, and fire precautions are limited. Scope for adequate parking is often missing, and poor management of gardens and refuse disposal creates environmental problems. Problems are exacerbated by low standards of repair and maintenance. However, pressure on the private rented sector means that rents are not as low as might be anticipated.

7.7.3 In addition to problems concerning internal fitness standards, HMOs can pose external problems particularly where there are clusters in certain streets. The density of occupation of single person households can cause a greater level of nuisance from people coming and going, particularly late at night, and greater pressure for on-street parking than houses occupied by families.

7.7.4 Nevertheless, it is recognised that HMOs, in a controlled environment, can make a valuable contribution to meeting some housing needs. The decline in household size, a trend which is projected to continue, has only recently and very gradually been paralleled by adjustments by house-

builders which in any event, largely only relate to new properties. The consequential increased pressure on the existing housing stock has led in turn to the spread of HMOs. This spread tends to manifest itself in particular areas, and it is this concentration of HMOs which leads to the greatest environmental problems.

7.7.5 Accordingly, the Council's policy on HMOs seeks to ameliorate the associated problems. Proposals for such uses will be accepted wherever internal and external amenities can be retained at a satisfactory level. However, where their concentration has led to problems, the further spread of HMOs will be resisted.

H18: CHANGE OF USE OR CONVERSION FOR THE MULTIPLE OCCUPANCY OF EXISTING DWELLINGS WITHIN RESIDENTIAL AREAS WILL NORMALLY ONLY BE ACCEPTED IF:

i. THE DWELLING IS NOT A BACK-TO-BACK; AND

ii. THE DWELLING IS OF SUFFICIENT SIZE (MIN. 100M SQ GROSS) AND THE INTERNAL LAYOUT IS SHOWN TO BE SUITABLE FOR THE PROPOSED NUMBER OF HOUSEHOLDS OR OCCUPANTS; AND

iii. APPROPRIATE OFF AND ON-STREET PARKING IS INCORPORATED; AND

iv. THE IMPACT ON NEIGHBOURING DWELLINGS IS NOT LIKELY TO BE DETRIMENTAL TO THE AMENITY OF THEIR OCCUPANTS BY VIRTUE OF THE CONVERSION ALONE OR CUMULATIVELY WITH A CONCENTRATION OF SUCH USES.

Residential Institutions

7.7.6 Another way in which some members of groups with special housing needs can be accommodated is in residential institutions. The Council's concern here is primarily with the environmental implications. Residential institutions comprise a range of uses, such as nursing homes, hospitals and residential colleges, serving an equally diverse clientele, including elderly people, those suffering temporary or permanent illnesses, and students; generally they are not dependent upon a particular locality. The rapid growth in their number since 1984 has raised two main concerns. These are that the proposed site and buildings will be adequate for the demands placed upon them in the interests of both potential occupants and residents of the surrounding area.

7.7.7 Whilst most residential institutions can generally co-exist with other residential uses, hospitals and clinics are not primarily residential but exist to provide medical services, with minimum length stay accommodation. They attract disproportionately large numbers of visitors and traffic movements relating to staff, patients and materials, including 24 hour movements of emergency vehicles. They are not readily accommodated in normal housing areas. Accordingly the following general policies deal with hospitals separately from other forms of residential institution:

H20A: PROPOSALS FOR RESIDENTIAL INSTITUTIONS OTHER THAN HOSPITALS AND CLINICS WITHIN RESIDENTIAL AREAS WILL ONLY BE ACCEPTED WHERE:

i. THE SITE INCLUDES ADEQUATE SPACE AROUND THE BUILDING TO SATISFY THE AMENITY AND RECREATIONAL NEEDS OF RESIDENTS AND RESIDENT STAFF; AND

ii. THE PROPOSAL IS COMPATIBLE WITH THE AMENITIES OF NEIGHBOURING DWELLINGS AND WITH THE GENERAL RESIDENTIAL CHARACTER OF THE AREA, AND IN PARTICULAR WOULD NOT RESULT IN EXCESSIVE CONCENTRATION OF INSTITUTIONAL AND COMMERCIAL USES IN THE RESIDENTIAL AREA; AND

iii. ADEQUATE PARKING SPACE WITHIN THE SITE IS AVAILABLE IN ACCORDANCE WITH THE COUNCIL'S PARKING GUIDELINES.

WHERE FUTURE CHANGES OF USE TO HOSPITALS AND CLINICS WOULD GIVE RISE TO AN UNACCEPTABLE LOSS OF RESIDENTIAL AMENITY, SUCH CHANGES OF USE WILL BE PREVENTED THROUGH THE USE OF CONDITIONS.

H20B: PROPOSALS FOR HOSPITALS AND CLINICS WILL NOT NORMALLY BE ACCEPTABLE WITHIN PREDOMINANTLY RESIDENTIAL AREAS.

7.7.8 More detailed policy guidance in regard to particular types of uses is included in Appendix 11 in Volume 2.

Standards in new housing development

7.7.9 In order to prevent the accumulation of the types of environmental problems found in the above areas, it is essential that developments are planned in a manner which will ensure a satisfactory level of amenities in the longer term. Of particular importance here is the provision of sufficient greenspace and other community facilities. Accordingly:

H21: IN ALL PROPOSALS FOR NEW DWELLINGS, CONSIDERATION MUST BE GIVEN TO THE NEED ARISING FROM THE DEVELOPMENT FOR ADEQUATE LEVELS OF GREENSPACE AS EXPRESSED IN POLICY N2, AND FOR THE LOCAL NEED FOR OTHER FACILITIES, E.G. COMMUNITY CENTRES AND SPORTS FACILITIES. DEVELOPMENT WILL BE RESISTED WHERE ADEQUATE PROVISION IS NOT MADE.

7.7.10 Further information on the design of developments is contained in the series of residential design guides produced by the Council, a list of which is included as Appendix 3 in Volume 2.

8. THE LOCAL ECONOMY

8.1 INTRODUCTION

8.1.1 The strategy for the local economy is another aspect of central importance to be dealt with by the UDP as a whole, as Regional Planning Guidance and Government advice for UDPs stresses. Moreover, the UDP has a major role to play in helping to achieve the Council's aspirations for the local economy. The Council's Economic Strategy is the primary initiative in this respect - and the UDP needs to contribute to its achievement. Some comments on both Regional Planning Guidance and the Council's Economic Strategy are relevant, before considering the UDP approach.

Regional Planning Guidance and Government advice

8.1.2 Regional Planning Guidance defines the principal objectives for Yorkshire and Humberside as:

i. promoting economic prosperity and the achievement of a competitive position in national and international markets;

ii. conserving and, where possible, enhancing the Region's environment;

iii. facilitating the processes of industrial adjustment, economic diversification and urban and rural regeneration and renewal; and

iv. making best use of the available resources and encouraging efficient use of energy.

8.1.3 The Guidance indicates that the purpose of the UDP is to set out a land use framework to further these objectives. The UDP should not determine the allocation of resources, but can identify areas for action and the scope for co-ordination, and the main priorities in providing a land use framework for private sector investment and initiatives, and for a realistic assessment of resources and grant programmes.

8.1.4 The Guidance indicates that a principal focus of future development should be on the revitalisation of the major urban areas, particularly the older inner and industrial zones, whilst providing for the regeneration of areas where traditional industries have declined, such as the coalfields.

8.1.5 The amounts of land which need to be made available for industrial development are not specified by the Guidance, which indicates instead that the UDP should ensure that an adequate supply of land, with a good choice and mix of sites, is always available for the expansion of existing

manufacturing and commercial firms, and to allow scope for industrial enterprises new to the area.

8.1.6 It comments that the upgrading of the A1, the completion of the M1/A1 link and improvements to the M62 are likely to result in increased demands for industrial development in the areas served by those routes. Planning policies should, therefore, recognise the development pressures and opportunities that will arise from these infrastructure investments.

8.1.7 The Guidance urges that every opportunity needs to be taken to bring vacant and derelict land in built-up areas back into use for industrial development and other uses.

8.1.8 In addition to the Regional Planning Guidance, further relevant Government advice is contained in Planning Policy Guidance Note 4 (PPG4) - "Industrial and Commercial Development and Small Firms". In general advice to Local Planning Authorities, PPG4 states that development plan policies should contain clear land use policies for different types of industrial and commercial development. Policies should provide for choice, flexibility and competition. In allocating land for industry and commerce, planning authorities should be realistic in their assessment of the needs of business, aiming to ensure that there is sufficient land available which is readily capable of development and well served by infrastructure. They should also ensure that there is a variety of sites available to meet differing needs. Development plans should not generally contain policies advocating the imposition of general restrictions on the freedoms afforded by the 1987 Use Classes Order (UCO) and 1988 General Development Order (GDO). However, it remains open to planning authorities to propose policies in development plans aimed at channelling particular types of business development into particular locations, where a clear justification for the distinction can be made.

8.1.9 Clearly both PPG4 and Regional Planning Guidance indicate that an adequate supply of land should be provided for the different business sectors, which reflects the market demands and particular needs of each sector. A range of sites is also needed, in terms of size, location and quality to ensure that there is a good choice and mix of sites available throughout the UDP period. A significant geographical emphasis of Regional Planning Guidance is for development within the main urban areas, particularly using vacant and derelict land, especially within the inner urban and coalfield areas.

The City Council's Economic Strategy

8.1.10 The Economic Strategy attempts to stimulate discussion about the future direction of the economy in Leeds; to identify areas for further attention and research; and to provide a flexible framework against which other agencies active in Leeds can assess their role and contribution to the development of the Leeds economy. The Strategy considers the

opportunities to develop existing industries and strengths, and identifies potential growth sectors, in particular financial and business services, medical and health care products, telecommunications and cable, media and cultural industries, new technology, higher and further education, and tourism. It considers the provision of appropriate sites and premises, the ways in which the skills and resources of the labour force can be best used and enhanced, and the methods of marketing and promotion to secure new investment.

The UDP's contribution to the local economy

8.1.11 The main role of the UDP comprises the identification of sufficient appropriate sites for new development, in particular for the identified growth sectors. It also includes consideration of the means of retaining and supporting existing industries, and the priorities for the provision or renewal of infrastructure. By complementing the Economic Strategy, an integrated approach is developed which assists the promotion and marketing of the City to attract business and investment. The UDP's strategic aim (Chapter 3.3) is thus:

SA4: to promote and strengthen the economic base of Leeds, by identification of a balanced range of sites for development and relocation, the co-ordination of the provision of necessary infrastructure, and identification of areas which will have priority for regeneration initiatives.

8.1.12 The balanced range of sites, or "portfolio", must be varied enough in size, type and location to meet the needs both of existing firms in Leeds, and potential incoming firms. In scale and location, it must not constrain the prospect of development which could provide new employment opportunities - but, reflecting the UDP's role in all such matters, it must also weigh in the balance the environmental consequences of development, and must not unnecessarily blight land not needed to provide a choice of sites. Accordingly:

E1: ENCOURAGEMENT WILL BE GIVEN TO THE RETENTION OF EXISTING FIRMS AND TO THE ESTABLISHMENT AND GROWTH OF NEW ECONOMIC SECTORS WHERE THEY STRENGTHEN AND DIVERSIFY THE EXISTING ECONOMY WITHOUT CREATING SIGNIFICANT ENVIRONMENTAL DISBENEFITS. SUFFICIENT LAND WILL BE SOUGHT TO PROVIDE FOR THIS AND FOR THE EXPANSION OR RELOCATION NEEDS OF EXISTING FIRMS WITHIN THE DISTRICT.

E2: THE PROVISION AND MAINTENANCE OF A BALANCED PORTFOLIO OF EMPLOYMENT SITES IN TERMS OF SIZE, TYPE AND LOCATION WILL BE SOUGHT THROUGH THE IDENTIFICATION AND SUPPLY OF EMPLOYMENT LAND.

8.1.13 The identification of the land needs of all sectors of the local economy is the first issue to be considered in this Chapter. The term "**employment land**" is used throughout to include the full range of B1 business, B2 general industry and B8 storage and distribution uses. After considering the overall scale of likely employment change (Chapter 8.2), the overall scale of employment land which needs to be provided in the UDP is addressed in Chapter 8.3, considering firstly the particular land needs of the two main employment sectors - offices and manufacturing/distribution, before aggregating these to produce an assessment of total employment land demands in the Plan. Chapter 8.4 considers the currently identified supply of employment land, and then assesses the scale of additional land which the UDP should bring forward. Chapter 8.5 then makes the necessary additional provision through specific land allocations. Chapter 8.6 provides a policy context, or identifies and reserves certain sites, for specific employment purposes. Chapter 8.7 considers the priority areas for economic regeneration initiatives.

8.2 SCALE OF LIKELY EMPLOYMENT CHANGE

8.2.1 A land use strategy needs to meet the planning needs of each component of the local economy - both of existing firms and for the establishment of new firms. Some introductory comments are necessary on the likely directions that the Leeds economy will take.

8.2.2 The following key points are relevant:

- Leeds has a diverse economy which has helped the City to weather earlier recessions and respond well to prospects for growth;
- manufacturing industries, although some have prospered in recent years, are likely to continue to lose jobs steadily as productivity outstrips employment growth, and competition from lower cost locations switches production elsewhere;
- the increase in service sector employment over the past 15 years has offset declines in other sectors and is likely to be the main engine for growth in the future.

8.2.3 As emphasised in the City Council's Economic Strategy, forecasting local economic performance over a ten year period is very hazardous, and is best expressed in indicative form rather than by attempting to derive precise estimates of employment in each of the economic sectors. Analysis for the Economic Strategy indicates that the prolonged depth of the current economic recession will delay a return to the buoyancy seen in the late 1980s until after the turn of the century. Nevertheless, there would still seem to be the potential in the local economy to generate over 25,000 new jobs by the middle of the 2000-2010 period, with a strong emphasis on the service sectors. Analysis of recent national and regional economic projections suggests that there is potential for an increase of about 14,000 jobs by the end of the UDP period, with service sector growth once again offsetting declines in the primary and manufacturing sectors.

8.2.4 Any discussion of economic issues must also recognise that the size of the potential workforce will change during the Plan period. This is specifically addressed by the Economic Strategy. The latest OPCS projections for Leeds MD indicate that the total population is expected to remain stable during the period up to 2001, dropping only slightly from the 1989 figure. Over the same period, the number of people of working age within the District is expected to fall by about 5,600 from 438,200 in 1989 to 432,600 in 2001. These figures disguise the anticipated changes within the age structure of the workforce. Increases in the age categories 29-59/64 are expected, offset by a dramatic decline in the 16-28 category from 149,000 in 1989 to 111,600 in 2001.

8.2.5 It must consequently be borne in mind that with a declining total workforce, particularly at the younger end of the age structure, there could be a danger that a shortage of workers could constrain growth of the local economy, and frustrate potential major investment prospects. This will be particularly the case if the staff required are younger, and more recently qualified, with new skills likely to be in demand from the likely growth sections of the economy. Skills mismatch problems could also mean that the unemployed will not have the appropriate skills for the new employment offered. Attraction of longer distance commuters, and in-migration could be the consequences of meeting this employment "demand". Whilst increased commuting and greater pressure on local housing from employment induced in-migration are clearly matters of concern to the UDP, the approach and package of measures contained in the Council's Economic Strategy is designed to solve the overall issues of skills mismatches.

8.3 OVERALL SCALE OF EMPLOYMENT LAND TO BE PROVIDED

8.3.1 In establishing the appropriate scale of provision which the UDP should make for employment purposes, the particular needs of each employment sector need to be addressed. The approach and analysis adopted

necessarily must be within the limits of land use planning legislation and the capabilities of the UDP. Given the Government guidance contained in PPG4 (see para 8.1.8 above), it is clear that policies should provide for choice, flexibility and competition, and should not generally restrict the freedoms afforded by the Use Classes Order 1987 and General Development Order 1988. This limits the extent to which a planning strategy can reserve specific sites for particular types of employment use. A further practical problem may arise from the differing aspirations of landowners and developers for particular sites given the inherent flexibility of planning legislation about the interchangability of certain employment land uses.

8.3.2 These factors imply that a wide choice of sites and locations needs to be available to cater for the potentially differing needs of the various industrial and commercial sectors.

8.3.3 Two other factors are important here. Firstly, there is the overall requirement of the UDP to define Green Belt boundaries that will last well beyond the plan period, as far as 2016.

8.3.4 Secondly, much more than housing land, employment sites have individual characteristics which may take some time to match the equally singular requirements of individual firms. Thus it could take 10 to 20 years before some sites or plots attract an occupier. There is also the experience of major employment and business parks elsewhere which are expected to take 10 to 20 years to complete. In the Leeds context, this would mean that developments planned within the plan period would not be completed until well after the plan's end date. This situation is particularly important in Leeds where a number of major employment site opportunities need to await the completion of major road schemes.

8.3.5 For these reasons, therefore, it is appropriate to consider levels of provision for a period of up to ten years beyond the end of the plan period. This will provide a choice of sites plus the necessary leeway to meet any unforeseen changes in demand, possible delays and losses due to development constraints.

8.3.6 However, PPG4 also states that it remains open to planning authorities to propose policies in development plans aimed at channelling business development into particular locations where a clear justification for the distinction can be made. This suggests that where there is a clear justification, policies and site allocations can be made for specific types of employment use within the UDP.

8.3.7 Within this context, the employment land strategy in the UDP, considered in Chapters 8.4 and 8.5, allocates "employment land" which in general is acceptable for development within the B Uses Classes Order, and these uses are defined as "employment uses" within this Plan. In addition, a number of these sites are identified as key sites and afforded additional protection, with some specifically reserved for B1 Business uses.

8.3.8 In order to establish the total employment land requirements in the plan, the needs of the main economic sectors are considered, and their requirements projected. These are then aggregated to provide a total employment land requirement. Given the long time-scale of the plan, the demand for land which will arise from the various sectors of the economy cannot be predicted with certainty. A degree of judgement will be needed firstly in assessing likely economic performance, and secondly in converting this performance into the demand for land for which the UDP seeks to provide.

8.3.9 The analysis considers specific needs within two subdivisions, reflecting the broad sectors of the city's economic base and the need to provide guidance using the Use Classes Order:

i. general industrial, storage and distribution uses (principally B2 and B8 uses);

ii. business uses (B1), principally offices.

These are now considered in turn.

General industrial, storage and distribution uses

8.3.10 It is likely that the trends of the 1970s and 1980s, during which the share of the City's employment in manufacturing fell from 37% to 22.7% (1973 to 1989), will have continued into and through the Plan period. Projections based on national and regional economic forecasts suggested that the net job losses from manufacturing will have been about 8,500 between 1990 and 2000. However, during the same period the manufacturing sector in Yorkshire and Humberside was expected to out-perform the UK in terms of annual growth in Gross Domestic Product.

8.3.11 Clearly, many old outworn industrial buildings will be renewed or replaced as existing manufacturing firms seek to rationalise, consolidate or relocate their production and support facilities. Indeed, it seems probable that many firms which do not undergo this process will be unlikely to survive.

8.3.12 Given these assumptions, the demand for land from the manufacturing sectors of the economy is unlikely to diminish: rather, firms will seek more favourable, consolidated locations, often away from or on the edge of the traditional industrial core of the City.

8.3.13 Developing the appropriate employment land strategy taking account of industrial land needs in this context is one of the most difficult tasks for the UDP. Although overall employment growth may be unlikely in the manufacturing and warehousing sectors, modernising change may still be considerable. The UDP needs to provide for the expansion and relocation of existing firms, and the needs of potential incoming firms, in such a way

that the restructuring of these sectors is not constrained in any way. Small firms play an important role in the Leeds economy, and the Plan recognises their needs and potential. The Plan must therefore identify a supply of land suitable for industrial development which exceeds the likely demand - so as not to constrain development - but not by so great a margin that infrastructure resources are wasted, and blight and other environmental disadvantages result.

8.3.14 Determining the appropriate scale and location of land suitable for industrial development is far from straightforward. The approach must differ markedly from that adopted in the case of housing - where the objective is to meet an estimate of need. In the case of land for industry, there is no clear equivalent industrial land need, and so **the UDP strategy for employment land needs to be based at least in part on accommodating, encouraging and guiding the *demand* for industrial land.**

8.3.15 However, an approach based on industrial land demand raises two fundamental and interrelated concerns. Firstly, the measurement or assessment of demand (and its forecasting) is extremely difficult to achieve. Secondly, since the assessment of demand must largely be based on past development trends, it is very much determined by the quantity and location of past supply, where these have proved to be a constraint.

8.3.16 Recorded evidence of development inquiries is helpful in indicating the qualitative aspects of developers' land needs, but cannot readily be translated into the quantitative estimates of demand necessary in developing the long-term strategy needed in the UDP. The main alternative approach is to examine past records of development - the past take-up of industrial land. This gives some measure of expressed demand, but is influenced by the scale and location of the prevailing supply. It takes no account of the demand which might have been satisfied if sites had been available - in the District as a whole, and in particular areas. Analysis of the District-wide and local adequacy of industrial land thus needs to take account of the extent to which the scale of land identified for industry may have acted as a constraint on development.

8.3.17 In particular, there have been high levels of "expressed" demand within the motorway corridors, on good quality sites in highly accessible locations, and also within East Leeds. Analysis of inward investment enquiries made to the Council suggests in addition that there is demand currently unmet through lack of sites for manufacturing and distribution development.

8.3.18 A further important point follows from the converse of the argument. If the UDP strategy were to be based simply on ensuring that more industrial land is made available in areas where development has recently taken place (i.e. where "evidence" of demand exists), it will in large measure

simply perpetuate the existing pattern of industrial land uses in the City. Whether or not the traditional industrial areas remain the best locations to which to guide new development must now be balanced against other objectives, such as achieving a closer relationship between homes and jobs (leading to a reduction in commuting), and opening up new sectors for industrial development following completion of new strategic highways - these issues are considered in Chapter 8.5 below.

8.3.19 The take-up of land for industrial and distribution purposes during the period 1985-1994 has averaged almost 20 ha a year. In the context of the preceding discussion, to provide a basis for future provision it is necessary to allow for choice for the developer and the industrialist, with scope for expansion. Accordingly, the plan seeks to identify **about 400 hectares of land throughout the District to provide for the general needs of industrial and distribution activities for the plan period and beyond, possibly to 2016.**

8.3.20 Within this general demand for industrial and distribution land, one special category of manufacturing and distribution activities will generate it own land demands, which the Plan needs to address. **Rail/water based industries** will have site specific requirements to locate adjacent or in close proximity to rail or canal routes. This requirement will be given special consideration in Chapter 8.6, in terms of site specific allocations or locational policies.

B1 Office use

8.3.21 Within the discussion of the economic prospects in Chapter 8.2, the "marketed services" sector was identified as the likely main source of growth in employment during the plan period. This sector includes "financial and business services", which both nationally and Europe-wide are expected to enjoy good long-run growth prospects. Leeds is likely to be able to benefit from this and continue to develop as a significant national centre. An important part of this development will be the continued effort to attract major head office functions of companies relocating from London, and for the service from local firms in all sectors to the UK market to widen.

8.3.22 In catering for the growth in services and considering the need for additional land suitable for B1 office development, the objective must be to ensure the availability of a choice and range of suitable sites for all users, and avoid setting a target for new floorspace or land requirements. In responding to market forces, the Plan must be flexible enough to provide for variation in the level of demand which cannot be forecast precisely. Accordingly the plan's assessment of demand and supply extends beyond the plan period to 2016. Demand estimates are derived from the projection of past developments rates, while estimates of supply largely comprise existing commitments, still-valid Local Plan allocations and assessments of potential in key development areas of the wider city

centre. Neither the Council nor the development market on present evidence expect these figures to be fully realised. In that event sites and buildings are unlikely to be left empty, but will be taken up by other City Centre uses, given the emphasis in the Plan on mixed use development and a choice of uses for opportunity sites.

8.3.23 Office uses within Use Class B1 are subdivided for purposes of analysis, in order to take account of their distinct needs, type of operation and land use requirements. Three specific types of B1(a) office use are identified, each with distinct land use requirements:

1. Prime Office

Financial, professional and administrative-type uses requiring a location in close proximity to like businesses, and preferring strategic and accessible locations in the City Centre - representing the City Centre office market for purposes of analysis;

2. Prestige Office

Office developments in a variety of employment sectors requiring large sites, highly visible for company image purposes. Central locations are most often preferred, but some out-of-City Centre sites are in demand for prestige type developments. Typically, these are business headquarters or regional offices. This sector is largely supply-led - development will only occur if appropriate sites are available;

3. Other B1 Offices

After the Prime and Prestige Offices, the remainder of the B1 office category. A distinction can be made between B1 office use in business parks and in other locations attractive to B1 offices.

8.3.24 Each category is now considered in turn. In policy terms (as the following section on the employment land strategy indicates), **there is no intention to restrict certain B1(a) office sites or locations to particular types of B1(a) office uses,** which could not be achieved given the definition of the B1 Use Class. The objective must be to ensure that capacity exists to meet the varying needs of the different types of office use within land identified as available for employment purposes, and also to promote types of site or location particularly suitable to certain types of office use.

Prime Offices

8.3.25 The financial and professional services sector has seen rapid growth in the City Centre in recent years. Its potential for further expansion is considered fundamental to the prosperity and growth of the District's economy as a whole.

8.3.26 An indication of the likely demand for City Centre office floorspace can be gained by projecting the average rate of provision of new floorspace during the period 1985-1994. In this period, an annual development rate of 34,700 sqm was achieved, including 12,900 sqm a year in the Prime Office Quarter. With the strengthening of Leeds as a financial and business centre and the prospect of significant job growth in this sector, sufficient floorspace will be required in the Plan period to accommodate the potentially higher levels of demand and to provide the necessary choice and range of suitable sites.

8.3.27 This is achieved by projecting the scale of demand that could arise up to 2016. For the city centre, this equates to 815,000 sqm across all sectors; within the Prime Office Quarter, the requirement equates to about 305,000 sqm for the plan period.

Prestige Offices

8.3.28 These types of office developments are typically national or regional headquarters requiring high profile prestigious locations, highly visible for company image purposes. They often demand good access to the national road network and have large space requirements. There are two major types of location which meet these criteria:

i. on the fringe of the City Centre, occupying high profile gateway sites;

ii. on high profile sites on the edge of the City, benefiting from good road access.

8.3.29 The demand for sites for prestige office developments generally comes from relocations, often from outside the District. Problems faced by companies in the south-east, such as congestion, high land values and rentals, and shortages of skilled staff, have forced them to consider relocation to other regions. If Leeds is to attract its share of footloose companies, as well as retaining local expanding companies, it needs to have a supply of readily available sites to offer prospective developers. These developments are consequently largely supply-led. Consequently, if no sites are readily identified and available, a footloose company is likely to consider alternative locations where they are available, rather than wait until a site might come forward. Two of the most recent examples in Leeds on fringe City Centre sites are Leeds Permanent Building Society's new headquarters relocation on Lovell Park Road

(28,800 sqm) and the Departments of Health and Social Security's relocation from London to Quarry Hill (37,200 sqm). There is considerable scope for prestige office (or other use) developments on sites on the fringe of the City Centre, particularly those on the main access points (i.e. in gateway locations). Prestige offices in locations outside the City Centre are discussed along with business parks in paras. 8.3.34-35 below. Given the specific types of location required, and the supply-led nature of the market, it is considered that there is a clear justification for treating prestige office demand as a special case in policy terms.

Other B1 Offices

8.3.30 The remaining B1 offices categories tend to locate in three general locations:

i. within specific **business park** developments of various sizes;

ii. in the City Centre, generally outside the "prime" locations, and in other existing centres;

iii. elsewhere **throughout the urban areas**, following the more permissive location policy required by the B1 Use Class.

8.3.31 In the case of the last two categories, by their nature no specific assessment of likely demand is feasible. The strategy considered in the next sections needs to offer appropriate scope and guidance for such development, without specific quantification. Generally these categories do not have any special locational requirements justifying a distinct locational approach from other B1 uses, i.e. research and development (B1(b)) and light industry (B1 (c)). Consequently a separate calculation of land needs is not warranted. They can be grouped together, in accordance with the UCO 1987, in policy terms, in the employment land strategy.

8.3.32 In the case of **business park** developments, there have been a number of examples in Leeds in recent years, reflecting national trends. They have usually consisted of a number of high quality units almost exclusively for B1 office users, built at low density in a landscaped setting. Generous car parking is usually provided, intended to attract office users. The size of a scheme is important in determining its nature, with more opportunities in a larger scheme for providing a better landscaped setting, a range of ancillary amenities (for example leisure provision and small shops), and a reduction in possible conflict between users.

8.3.33 Since the 1987 UCO, about 93,000 sqm of office-orientated business park space has been completed. By March 1991, almost all of this was already occupied, indicating high demand for space from B1 office users. This includes major prestige office schemes such as the Arlington Business

Centre, Millshaw and Dawson's Corner, Pudsey, which are now substantially occupied.

8.3.34 The discussion on prestige office sites in paras. 8.3.28-29 referred to the demand for prestige office developments in high profile edge of city locations, benefiting from good road access. In some respects business parks have similar locational requirements. Indeed, the requirements of both types of site overlap to a large degree, and certain business park locations have proved attractive for prestige developments. The Plan consequently needs to consider fringe of city prestige office locations and business park locations in the same policy context. However the two are not completely the same. A prestige office site suitable for one large-scale office user may not, for example, be appropriate for a mixed B1 business park development and vice-versa. In strategic locational terms though the requirements are very similar. In line with the overall objective to provide a balanced portfolio of sites offering choice and range of sizes, the Plan must identify an overall amount of land which will meet the needs of both of these categories of development.

8.3.35 Much of the demand for space for these types of development comes from companies seeking to relocate, and is again supply-led. Companies seeking business park locations are also generally more modern companies from growth sectors of the economy. They are companies which would generally broaden and strengthen the City's economy. It is difficult to estimate the scale of demand for such developments, but there is little prospect of attracting this source of employment without identifying the sites.

8.3.36 It is important therefore that the Plan identifies a range of suitable sites and locations for the development of business parks and prestige office developments on the fringe of the urban area, benefiting from good access, and set in high profile locations. They should normally be well served by public transport.

8.3.37 Based on the past rates of development of B1 Business use schemes, **it is estimated that there is a requirement for some 160 hectares of land for B1 business development for the period to 2016.** This requirement relates to potential demand for business park and prestige office developments outside the City Centre, as well as making an allowance for the needs of B1 occupiers that do not fall within these broad sectors. Again, given the specific locational requirements it is considered that there is a clear justification for identifying and reserving business park sites specifically for the full range of B1 uses as a special category of employment land.

8.3.38 In addition to the requirements for office space in the prime and prestige sectors and for business park developments, there is another case where there is a clear justification for special consideration:

science park:

specific provision for B1(b) research and development use, and related ancillary uses. Reservation of a site for this purpose in the appropriate location may be a necessary stimulus to achieving such development.

Total employment land needs

8.3.39 The preceding discussion established the need to identify at least 400 hectares of land for industrial and distribution purposes (para. 8.3.19); and to identify a further 160 hectares for business use developments outside the City Centre (para. 8.3.37). Consequently, as a base position the UDP strategy needs to ensure that at least 560 hectares of land for employment purposes is identified. Within this general employment land provision there will be the need to reserve or promote sites for particular purposes, which is discussed further in Chapter 8.6.

8.3.40 In addition to provision for general employment needs, the need has been identified to make specific allocation for a "science park" (para. 8.3.38).

8.4 NEED FOR ADDITIONAL EMPLOYMENT LAND

8.4.1 Before assessing the scale of new land which the UDP needs to identify, the existing supply must be taken into account. Outside the City Centre, this supply comprises three broad categories (as in the case of land for housing):

i. land with planning permission for employment uses;

ii. unimplemented employment use proposals from adopted Local Plans; and

iii. other identified sites committed for employment use.

Each of these elements of supply is addressed in Policy E3 below.

E3: OUTSIDE THE CITY CENTRE,

A. APPLICATIONS FOR THE RENEWAL OF PLANNING PERMISSIONS FOR EMPLOYMENT USES GRANTED BEFORE THE ADOPTION OF THE UDP WILL BE CONSIDERED IN THE LIGHT OF THE AIMS AND POLICIES OF THE UDP AS ADOPTED.

B: ALL UNIMPLEMENTED EMPLOYMENT USE ALLOCATIONS FROM ADOPTED LOCAL PLANS WHICH ARE UNAFFECTED BY NEW UDP PROPOSALS ARE CARRIED FORWARD AS PROPOSALS IN THE UDP.

C: THE FOLLOWING SITES, ALREADY COMMITTED FOR EMPLOYMENT USES, ARE CONFIRMED FOR EMPLOYMENT DEVELOPMENT:

1. **GHYLL ROYD, GUISELEY (1.7 HA)**
2. **CROSS GREEN IND ESTATE - (16 SITES) (20.7 HA)**
3. **LOW FOLD, RICHMOND HILL (4.0 HA)**
4. **HAWTHORN FARM, WHINMOOR (1.5 HA MAX)**
5. **COLTON MILL, BULLERTHORPE LANE, COLTON (4.4 HA)**
6. **MANSTON LANE INDUSTRIAL ESTATE, MANSTON (1 HA.)**
7. **MANSTON LANE, MANSTON (1.9 HA)**
8. **OFF LOTHERTON WAY, PARKINSON APPROACH, GARFORTH (2.1 HA)**
9. **NEW HOLD, GARFORTH (1.2 HA)**
10. **HOWLEY PARK IND. EST, MORLEY (13.3 HA - 10 SITES)**
11. **ROUND HILL, PUDSEY (1 HA)**
12. **THWAITE LANE, STOURTON (1.8 HA)**
13. **GELDERD RD, ADJ. HIGHFIELD FARM, BEESTON (2.4 HA)**
14. **MIDDLETON GROVE (METRO PARK PH.2), HUNSLET (2.5 HA)**
15. **MIDDLETON GROVE, HUNSLET (1.3 HA)**
16. **WESTLAND ROAD, BEESTON (1.2 HA)**
17. **PARKSIDE LANE, BEESTON (1 HA)**
18. **BROWN LANE, HOLBECK (1.8 HA)**
19. **HUNSLET BUSINESS PARK (9.3 HA)**
20. **CARLISLE RD., HUNSLET (3.4 HA)**
21. **PEARSON ST., HUNSLET (1 HA)**
22. **HOLME WELL RD, MIDDLETON (1.6 HA)**
23. **MILLSHAW NORTH, MILLSHAW (1.8 HA)**
24. **TONG RD/AMBERLEY RD., ARMLEY (2.7 HA)**
25. **CARR CROFTS, ARMLEY (2.0 HA)**
26. **BURLEY PLACE/WEAVER ST., KIRKSTALL (1.5 HA)**
28. **OLDFIELD LANE, COPLEY HILL, NEW WORTLEY (1.8 HA)**

8.4.2 Sites identified under Policy E3 are shown on the Proposals Map (planning permissions over 1 hectare only). Approximately **355 hectares** are identified under this policy (190 hectares with permission, of which 28.0 hectares are on sites below 1 hectare in size (E3A); 74 hectares on existing local plan allocations (E3B) listed in the respective Local Plan Area Appendices (Volume 2 Appendices 14-24); and 90 hectares on the

sites listed under E3C). In the City Centre, existing employment use commitments are virtually all for B1 office use. These are considered in Policies E14 and E15 below, and in Chapter 13 (City Centre). There is only limited scope for industrial type employment uses in the City Centre. These are also considered in the City Centre Chapter.

8.4.3 However, it must be recognised that the total quantity of land identified under Policy E3 may not all be capable of development for employment, or may otherwise be developed for other uses. This process - the "leakage" of land identified for one purpose to another use - occurs with all land uses, but particularly affects industrial land. A major reason for this is that there is a tendency for market forces to result in some non-employment uses capable of paying higher rents or prices (such as retailing) pushing out less lucrative uses (such as manufacturing industry). In the employment land category, higher land values are also likely in some cases to favour development for B1(a) offices rather than B1(c), B2 or B8 uses. Account must be taken of this preference for B1 offices and "leakage", to other uses in determining the appropriate scale of additional employment land which should be identified.

8.4.4 Taking this "leakage" factor into account, comparison of the existing supply available under Policy E3 with the total requirement for employment land identified in para. 8.3.39 above suggests that **in purely quantitative terms the shortfall of land for employment uses is some 230 hectares, and in terms of the overall scale of provision, the UDP needs to identify at least this amount of additional employment land. For other reasons, including the need to provide a choice of sites and to encourage employment opportunities in certain locations (discussed in the next section), total provision will need to exceed this figure.**

8.5 LOCATION OF EMPLOYMENT LAND

8.5.1 This section addresses the appropriate strategy for the distribution of the additional general employment land in the District (Use Classes B1, B2 and B8). Consideration is given first to the overall supply of land for employment purposes, before identifying provision for specific needs within this total supply.

8.5.2 As in the case of the distribution of additional housing land (Chapter 7.4), there are many factors to be taken into account at both the "strategic" District-wide scale and the site-specific "local" level. The same strategic environmental and infrastructure constraints obviously exist, as do the local factors which have been taken into account through detailed site assessments. Taking these into account, the main feature of the UDP's approach is summarised in the following Strategic Principle (Chapter 3.4):

SP6: Distribution of land for employment uses is based on the following principles, taking into account infrastructure capacity (existing and planned) and environmental opportunities and constraints:

i. provision of land in quantities and locations which offer job prospects close to homes of the workforce, reducing travel to work;

ii. provision of land in quantities, locations, size and type which can accommodate likely market demand, in order to stimulate economic recovery and job opportunities.

8.5.3 The strategy thus seeks to provide scope for additional job opportunities in the localities where they are actually needed, and to achieve a better balance between homes and jobs, thereby reducing the scale and distance of journeys to work. Nevertheless, the scale and location of provision must recognise the realities of market demand, and cater for the real prospects of development, which then provide further job opportunities. Balancing consideration of market demand with those of local needs, provision should not automatically be made in the locations experiencing past pressure, thus potentially perpetuating past problems, but should where appropriate be steered to locations which also contribute to local needs.

8.5.4 There is a clear need to provide a balanced pattern of land for homes and jobs which reduces length of journeys to work and car commuting, and provides local opportunity and choice. Although economic forces may have led to the closure of many industrial units locally, this does not preclude the need to provide additional land for industry in communities where the local economic base needs supporting, at the same time taking account of the need for greenspace in these areas. Environmental and social as well as economic reasons support the case for this fine-grained examination. Certainly there are strong environmental and social reasons for not continuing to perpetuate industrial development solely in the main industrial parts of the District.

8.5.5 Reflecting these principles, a number of sites over 1 hectare in size have been allocated to provide the major part of the new sites requirement (where part of a larger site, the area quoted below relates to the approximate maximum hectarage likely to be available for employment use development, and the Area and Site Statements contained in Section III provide further details):

E4: LAND FOR EMPLOYMENT USES IS ALLOCATED AT THE FOLLOWING LOCATIONS:

1. HARROGATE ROAD/WARREN HOUSE LANE, YEADON (20.9 HA)

2. WHITE HOUSE LANE, YEADON (4.6 HA)
4. GREEN LANE, YEADON (2.1 HA)
5. LOW MILLS, GUISELEY (7.2 HA)
6. AUSTHORPE (63.8 HA)
7. BULLERTHORPE LANE, COLTON (4.3 HA)
8. SOUTH OF KNOWSTHORPE LA., CROSS GREEN (10.5 HA)
9. EAST LEEDS RADIAL SITES, CROSS GREEN (98.0 HA)
10. MUSHROOM ST., MABGATE (1.1 HA)
11. RED HALL LANE, RED HALL (11.9 HA)
12. STATION RD/PARK LANE, ALLERTON BYWATER (4.7 HA - 2 sites)
13. NORTH NEWHOLD, GARFORTH (27.8 HA)
14. NEPSHAW LANE, ASQUITH AVENUE, GILDERSOME (31.4 HA)
15. CHAPEL ALLERTON HOSPITAL (4.9 HA)
17. BODINGTON, ADEL (6.5 HA)
18. WOODSIDE QUARRY, WEST PARK (12.5 HA)
19. EAST CHEVIN RD./LEEDS RD, OTLEY (1.4 HA)
20. EAST OF OTLEY (5 HA)
21. TYERSAL LANE, TYERSAL (11.1 HA)
25. NORTH OF PONTEFRACT RD., BELL HILL, STOURTON (2.4 HA)
26. SOUTH OF PONTEFRACT RD., BELL HILL, STOURTON (21.5 HA - 2 sites)
27. VALLEY FARM RD, STOURTON (1.1 HA)
28. STOURTON NORTH, HUNSLET (6.0 HA)
29. GELDERD RD./RING RD., HOLBECK (8.7 HA)
30. ELLAND RD., BEESTON (1.5 HA)
32. CHELSEA CLOSE, WORTLEY (1.1 HA)
33. WORTLEY MOOR RD., WORTLEY (2.0 HA)
34. COTTINGLEY SPRINGS, GELDERD RD., WORTLEY (1.6 HA)
35. GELDERD RD, WORTLEY (4.9 HA)
36. ROYDS LANE, WORTLEY (3.2 HA)
37. SANDBECK LANE, WETHERBY (5.0 HA)
40. LINGWELL GATE LANE, THORPE (5.2 HA).
41. THORPE HALL, THORPE ON THE HILL (1.0 HA.)
42. TINGLEY COMMON, MORLEY (10.6 HA).
44. SKELTON GRANGE (40.7 HA)
45. SKELTON BUSINESS PARK, PONTEFRACT LANE (72.0 HA)
46. SKELTON MOOR FARM (49.3 HA)
47. BRUNTCLIFFE ROAD MORLEY (6.5 HA)
49. HAIGH PARK ROAD/PONTEFRACT ROAD (13.3 HA)

SUBJECT IN EACH CASE TO EMPLOYMENT POLICIES E8, E10, E18, E19 AND E21, WHICH RESERVE OR PROMOTE CERTAIN SITES FOR SPECIFIC EMPLOYMENT USES, AND DETAILED SITE REQUIREMENTS CONTAINED IN THE AREA

AND SITE STATEMENTS IN SECTION III.

SITES 9, 44, 45, AND 46 ARE LIKELY TO BE AVAILABLE ONLY IN THE LATTER PART OF THE PLAN PERIOD. DEVELOPMENT OF THESE SITES IS NOT LIKELY TO BE PERMITTED UNTIL CONSTRUCTION OF THE RELEVANT ROAD PROPOSALS IN POLICY T20.

8.5.6 Provision for City Centre office developments is considered separately below, paras. 8.6.16-17 and in Chapter 13 on the City Centre. Policy E4 sites total some **585 hectares.**

8.5.7 In addition to these, proposals will also be advanced on sites not identified in the Plan. The acceptability of these other development proposals will need to be considered in the context of the following Policy:

E5: DEVELOPMENT FOR EMPLOYMENT USES ON SITES NOT IDENTIFIED FOR THIS PURPOSE IN THE UDP WILL ONLY BE ACCEPTED IF THE PROPOSAL:

i. FORMS A NATURAL INFILL OF OR EXTENSION TO AN EXISTING BUILT-UP AREA, COMPATIBLE WITH THE SIZE, CHARACTER, LOCATION AND SETTING OF THAT AREA;

ii. IS WITHIN THE CAPACITY OF EXISTING INFRASTRUCTURE AND FACILITIES, OR OTHERWISE THESE ARE PROVIDED BY THE DEVELOPMENT; AND

iii. IS NOT ALLOCATED FOR HOUSING PURPOSES.

8.5.8 Sites acceptable in the terms of Policy E5 under 1 hectare in size are likely to make a significant contribution, together with some larger sites not currently identified. Current estimates suggest that some **130 hectares** may become available in this category up to 2006, with a **further 100 ha** possible up to 2016. However, there are risks in relying too heavily on this source of supply: the quality, timing and location of sites from this source are highly uncertain and consequently cannot be set against any identified sector of demand.

8.5.9 The scale of provision likely to come forward from the Policy E4 sites amounts to around **585 hectares**. This total should be compared with the need for new land for general employment purposes identified in para. 8.4.4 (**230 hectares**).

8.5.10 **This distribution of sites reflects the principles established under SP6 (para. 8.5.2 above), and is considered to represent a "balanced portfolio" of sites in the terms of Policy E2. The overall scale of provision for general employment purposes in the Draft Revised UDP meets the principle established in Policy E1. It provides in excess of the minimum need for land identified, and consequently allows for a wider choice to stimulate employment development.**

Other general employment land issues

8.5.11 In addition to identifying the overall scale and distribution of employment land, it is essential to secure a steady flow forward of employment land to sustain a balanced economy. A significant proportion of the land in Policy E4 and some of that in Policies E3B and E3C are affected by physical constraints of local highway access, main drainage and need for derelict land reclamation, while part is dependent on accessibility conferred by new strategic highways. As a result much more land will be available in the latter half of the Plan period than in the first five years, unless action is taken to ensure priority for infrastructure improvements. Accordingly:

E6: PRIORITY WILL BE GIVEN IN INFRASTRUCTURE AND DERELICT LAND RECLAMATION PROGRAMMES TO ENSURE THAT ALLOCATED AND CONFIRMED LAND FOR EMPLOYMENT USES IS SERVICED AND RESTORED, IN ORDER TO BRING FORWARD A STEADY SUPPLY THROUGHOUT THE PLAN PERIOD.

8.5.12 During the Plan period, non employment uses (i.e. outside the B Use Classes) will inevitably be proposed on employment sites identified under Policies E3 and E4, or existing land in employment uses. This leakage to other uses was recognised above, in discussing the appropriate overall scale of provision (para. 8.4.3). A number of factors will need to be taken into account in considering such proposals. These will include the need to ensure the availability of an adequate supply of alternative employment sites both District-wide and locally, in terms of quality and quantity, and the suitability of the site in amenity terms for continued employment use.

8.5.13 It is vital that land is used and reused as efficiently as possible. This is reflected in national guidance which promotes the reuse of previously developed land as a priority over the development of greenfield land. This is acknowledged in Chapter 7 (Housing), where the delivery of windfall housing is a pivotal element of the housing strategy. The economic strategy within the UDP must support this by ensuring that windfall housing sites are delivered effectively without undermining regional and local strategies for economic development and regeneration.

8.5.14 The purpose of Policy E7 below, therefore, is to set the criteria for the release of land from employment allocations and the release of land or buildings at present or last in employment use, whilst maintaining safeguards for the supply of employment land and premises where the need is clear.

8.5.15 The policy applies to the consideration of planning applications rather than the process of formulating Development Plans. In particular, within areas designated as special policy areas in Policy R1 (Chapter 11 paragraph 11.3.6) it is important that regeneration proposals should be developed through Area Action Plans [AAPs] and that the proposals should be developed free from the constraint of existing employment designation, although the objective of providing for sufficient employment opportunities will be a significant constituent of such AAPs.

E7: WITH THE EXCEPTIONS OF RESIDENTIAL DEVELOPMENT ON LAND NO LONGER NEEDED FOR EMPLOYMENT USE AND OF ANCILLARY DEVELOPMENT SUPPORTING EMPLOYMENT USES ON THE PROPOSAL SITE, APPLICATIONS FOR USES OUTSIDE THE B USE CLASSES WILL NOT BE PERMITTED ON LAND IDENTIFIED FOR EMPLOYMENT PURPOSES UNDER POLICIES E3 AND E4, AND ON LAND OR FOR PREMISES CURRENTLY OR LAST IN EMPLOYMENT USE, UNLESS ALL THE FOLLOWING CRITERIA CAN BE MET:

(i) THE SITE IS NOT RESERVED FOR SPECIFIC TYPES OF EMPLOYMENT USE UNDER POLICIES E8 AND E18;

(ii) SUFFICIENT ALTERNATIVE EMPLOYMENT SITES EXIST DISTRICT WIDE, READILY AVAILABLE IN TERMS OF QUALITY AND QUANTITY SO AS NOT TO PREJUDICE THE ACHIEVEMENT OF THE EMPLOYMENT LAND STRATEGY THROUGH POLICIES E1 AND E2;

(iii) WITHIN THE LOCALITY THERE ARE SUFFICIENT ALTERNATIVE EMPLOYMENT SITES AVAILABLE IN TERMS OF QUALITY AND QUANTITY SO AS NOT TO PREJUDICE OPPORTUNITIES FOR LOCAL EMPLOYMENT USES;

(iv) THE PROPOSAL WOULD NOT RESULT IN ENVIRONMENTAL, AMENITY OR TRAFFIC PROBLEMS.

THIS POLICY WILL BE APPLIED HAVING REGARD TO THE ADVICE CONTAINED IN PPG3 PARAGRAPH 42A (JAN 2005). THEREFORE, FOR APPLICATIONS THAT PROPOSE HOUSING, OR MIXED USES WITH A HOUSING COMPONENT,

CRITERIA (I) TO (IV) ABOVE WILL BE USED TO ESTABLISH THE PLANNING NEED FOR THE SITE TO BE RETAINED FOR EMPLOYMENT USE. WHERE NO PLANNING NEED IS ESTABLISHED AND PROPOSALS MEET THE OTHER REQUIREMENTS SET OUT IN PPG3(42A), SUCH APPLICATIONS WILL BE CONSIDERED FAVOURABLY, SUBJECT TO COMPLIANCE WITH OTHER UDP POLICIES AND BEING ACCEPTABLE IN ALL OTHER RESPECTS.

8.6 IDENTIFICATION OF EMPLOYMENT SITES FOR SPECIFIC PURPOSES

8.6.1 In addition to ensuring the overall adequacy of land available for general employment purposes, and its appropriate distribution throughout the District, the UDP must also identify certain sites or provide a policy context for specific purposes, reflecting the following issues:

i. identification of key employment sites for the full range of employment uses;

ii. transport related development: including reservation of a site for water and/or rail related uses;

iii. "bad neighbour" industrial uses;

iv. B1 uses general considerations;

v. offices:

- City Centre
- town centres
- business parks and prestige office developments

vi. science park.

Each of these is now considered in turn.

i. Identification of key employment sites

8.6.2 A number of the employment sites identified under Policies E3 and E4 are identified as "key employment sites" to preserve their availability for the full range of employment uses.

8.6.3 The first reason is to help secure local employment opportunities as close as possible to the main residential areas where the workforce lives. In the western part of the main urban area, provision is relatively limited, and

additional sites have been ruled out for environmental reasons. In the urban regeneration area and eastern part of the main urban area, scope for new provision within the urban area itself proves very difficult to identify, both because potential sites do not exist and because the introduction of B1(c)/B2/B8 uses within the immediate residential environment may not be desirable. The UDP therefore identifies key employment sites in locations adjacent to both the western and eastern parts of the Leeds main urban area.

8.6.4 Secondly, in certain strategic locations, particularly in the motorway corridors, it is important to ensure that there is an adequate choice and range of sites available to provide good quality, highly accessible sites, often in greenfield locations - and to prevent the development of these sites by other uses. A number of key employment sites are identified reflecting these principles. Accordingly:

E8: THE FOLLOWING EMPLOYMENT SITES IDENTIFIED IN POLICIES E3 AND E4 ARE IDENTIFIED AS KEY EMPLOYMENT SITES TO PRESERVE THEIR AVAILABILITY FOR THE FULL RANGE OF EMPLOYMENT USES:

1. **HARROGATE RD./WARREN HOUSE LANE, YEADON (E4.1: 12.9 HA)**
2. **LOW MILLS, GUISELEY (E4.5: 7.2 HA)**
3. **GHYLL ROYD, GUISELEY (E3C.1:1.7 HA)**
4. **EAST LEEDS RADIAL SITES, CROSS GREEN (E4.9: 98 HA)**
5. **THORNES FARM, CROSS GREEN (E3A: 31.9 HA)**
6. **COAL ROAD/RING ROAD, SEACROFT (E3A: 3.6 HA)**
7. **NORTH NEWHOLD, GARFORTH (E4.13: 27.8 HA)**
8. **WOODSIDE QUARRY, WEST PARK (E4.18: 12.5 HA)**
9. **TYERSAL LANE, TYERSAL (E4.21: 11.1 HA)**
11. **SOUTH OF PONTEFRACT RD., BELL HILL, STOURTON (E4.26: 21.5 HA - 2 sites)**
13. **WHITEHALL RD., WORTLEY (E3A: 6.5 HA)**
14. **TINGLEY COMMON, MORLEY (E4.42: 10.6 HA)**
15. **SKELTON MOOR FARM (E4.46: 49.3 HA)**

ii. Transport related development

8.6.5 One area with specialist distribution potential is the Stourton/Knowsthorpe area, previously identified in the Structure Plan for the provision of manufacturing and major distributive industries making extensive use of rail and/or water transport. The area still has major potential, particularly for major distributive industries, making extensive use of rail and/or water transport - a potential which needs to be recognized, and promoted, in the UDP:

E10: LAND AT STOURTON/KNOWSTHORPE WILL BE PROMOTED FOR EMPLOYMENT USES MAKING EXTENSIVE USE OF RAIL AND/OR WATER TRANSPORT.

8.6.6 There is also the need to consider the demand and scope for employment use development near to Leeds-Bradford Airport. A site was identified within the Aireborough, Horsforth and Bramhope Local Plan (IN7Y) to accommodate firms directly or indirectly providing services at the airport, or requiring close proximity to the airport for operational reasons. The restriction of uses to those needing to be adjacent to the Airport is now considered to be unwarranted, particularly in view of the longer timescale of the UDP. The principle is likely to be difficult to control in practice. It is considered more important to provide opportunities generally for employment uses which could be stimulated by the presence of the Airport, and which would reflect the likely scale of growth of passengers and freight. The Local Plan employment site has therefore been extended with this in mind, to form the Harrogate Road/Warren House Lane site (Policy E4.1). The scope for specific uses needing (as opposed to preferring) a location in proximity to the Airport can be reassessed at the next review of the Plan.

iii. "Bad Neighbour" Industrial Uses

8.6.7 Special Industry (Use Classes B3-B7) as defined by the UCO 1987 has been amended with Class B3 - Special Industrial Group A now excluded from any class and Use Classes B4-B7 now included within Use Class B2 - General Industry. These changes have been made in an effort to streamline the Planning System and remove the duplication of controls over such industries by the Planning System, Her Majesty's Inspectorate of Pollution and the Health and Safety Executive. As such, industries previously regarded as Special Industry are now treated as general industrial uses. That does not however mean that the problems associated with such bad neighbour developments have been removed, and whilst the planning system no longer has specific control over such development there are still controls over the suitability of such development to a particular location through normal development control procedures as outlined in Policy GP5 and the provisions of the Environmental Protection Act 1990.

8.6.8 Bad Neighbour development needs to be located away from residential areas to minimise any potential detrimental effect on residential amenity. Some may need to be located away from industrial, office, shopping and other non-residential uses too. There are no detailed records of bad neighbour land demand in Leeds. However, it would seem that it only forms a small proportion of industrial demand. There is little prospect of significant growth in these categories overall - and given their nature, it is certainly not a UDP objective to encourage their development within the

District. However, it is important to recognise recycling industries, waste disposal and transfer etc which have implications for supporting the Green Strategy. Also, existing firms may wish to expand or relocate, and given they are uses which are likely to give rise to environmental problems, policy guidance in terms of the application of powers within the Environmental Protection Act 1990 will be appropriate. This means that as well as applying normal development control considerations to development that may have bad neighbour consequences it is considered that such uses may well give rise to significant environmental impact and as such fall within the provisions of Schedule 2 of the Environmental Protection Act. Where appropriate, proposals for development of "bad neighbour" uses will be required to submit with the application for planning permission an Environmental Statement in accordance with the provisions of the Environmental Protection Act 1990.

iv. B1 Business uses

8.6.9 Substantial scope for B1 business development is provided within the general employment land identified under Policies E3 and E4. By providing a range of possible locations to meet specific market demands, it is anticipated that much of the B1 business demand can be met through these existing commitments and specific Plan allocations. In spite of this, past trends have indicated that there is likely to be some continued business pressure within the urban areas.

8.6.10 The 1988 General Development Order permits the change of use of B2 General Industrial Use to B1 use, and B8 Storage and Distribution Use (less than 235 sq. m floor area) to B1 use, without constituting development, and consequently without requiring planning permission. It is thus very difficult to resist B1 office development via change of use in industrial areas, despite the fact that scope for B1 office use exists elsewhere, and the opportunities for industrial use and employment are limited by this potential. New build B1 light industry, as defined by the UCO 1987, would normally be acceptable in principle in a general industrial area. Within industrial areas, B1 development will consequently generally be acceptable, with the exceptions noted in the following Policy:

E12: SUBJECT TO POLICIES E8 AND E18, PROPOSALS FOR B1 BUSINESS USES WILL GENERALLY BE ACCEPTABLE WITHIN EXISTING AND PROPOSED EMPLOYMENT USE AREAS.

8.6.11 A B1 use is by definition one which can be carried out in any residential area, subject to a number of amenity criteria. The criteria in the definition are by no means a comprehensive list. B1 uses can be detrimental to the amenity and character of residential area in a number of ways. These could include:

i. a new B1 development being out of scale or character with

surrounding residential area in terms of bulk, massing, density, height, position, and materials;

ii. increased traffic generation, manoeuvring, noise, disturbance and safety problems around the site and on residential streets leading to the development;

iii. a general change in character through the loss of night-time activity or presence;

iv. visual aspects, perhaps involving a change of use, for example by loss of a garden to create extra necessary parking, by the creation of new access, and by signage;

v. creation of overlooking through changes in the function of rooms;

vi. particular loss of residential character where concentration of business and other commercial use may start to occur within a primarily residential area;

v. specific issues of effect on the character of Conservation Areas.

8.6.12 Given the generous provisions for B1 development elsewhere in the Plan, in residential areas the prime concern will be to protect the residential amenity and character of these areas from adverse effects of new B1 development (including changes of use from residential or non-residential uses):

E13: WITHIN A PRIMARILY RESIDENTIAL AREA, PROPOSALS FOR B1 USE WILL BE ACCEPTED WHERE THEY:

- **DO NOT HAVE A DETRIMENTAL EFFECT UPON THE CHARACTER, ENVIRONMENT OR AMENITY OF THE AREA; AND**
- **ARE SMALL IN SCALE.**

IN ADDITION, PROPOSALS ENTAILING A CHANGE OF USE FROM SINGLE RESIDENTIAL USE TO BUSINESS USE WILL ONLY BE ACCEPTED WHERE THEY DO NOT ALSO GENERATE AMENITY PROBLEMS WHICH WOULD NOT NORMALLY ARISE IF THE PROPERTY WERE IN USE AS A SINGLE DWELLING.

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v. Office development (Use Class B1(a))

Offices: (a) - City Centre

8.6.13 The discussion of the City Centre prime office market in paras. 8.3.25-27 suggested that the Plan should seek to identify scope for 305,000 sqm of City Centre prime office floorspace to cater for growth in the sector and to provide the necessary choice and range of sites for its continued successful development. A range of sites are identified in the City Centre, which ensure that this floorspace figure can be met. Indeed the success of the financial and professional services sector is fundamental in achieving strategic objectives of Leeds becoming a major European business centre. Accordingly the UDP supports this objective and the following Policy will apply:

E14: THE CITY CENTRE WILL REMAIN THE PRINCIPAL LOCATION FOR NEW PRIME OFFICE DEVELOPMENT. SITES ARE IDENTIFIED IN THE CITY CENTRE TO ENSURE THAT DEMAND IS NOT CONSTRAINED, BY PROVIDING A CHOICE AND RANGE OF AVAILABLE SITES.

8.6.14 Paras. 8.3.28-29 refer to the desirability of prestige office users (i.e. typically national or regional headquarters requiring high profile prestigious locations for company image purposes, often having a demand for good access to the national road network and with large space requirements) being located on the fringe of the City Centre. The market for this type of office use is largely supply-led and so "demand" is difficult to estimate. It is considered that there is considerable scope for prestige office (or other use) developments on sites on the fringe of the City Centre, particularly on the main access points (i.e. in gateway locations) where high profile locations and good access can be enjoyed, whilst benefiting from a City Centre location. Policy CC19 in Chapter 13 on the City Centre relates to office development in the City Centre (including prestige office development), and paragraphs 13.7.24-28 and Policy CC31 develop the strategy for development for prestige office and other prestige uses within the Prestige Development Areas. In terms of prestige office development, with which this section is concerned:

E15: AREAS SUITABLE FOR PRESTIGE OFFICE DEVELOPMENTS ARE IDENTIFIED ON THE FRINGE OF THE CITY CENTRE.

Offices: (b) - Town Centres

8.6.15 As the discussion in Chapter 8.3 indicated, the location of offices in the City Centre and in other centres provides benefits to users and to the community generally. These advantages include supporting the life and vitality of centres, making use of other functions and facilities in centres, e.g. retail, and helping support public transport by concentrating employment use in nodal locations. Accordingly:

E16: OFFICE DEVELOPMENT OF AN APPROPRIATE SCALE WILL NORMALLY BE ACCEPTABLE IN LOCATIONS WELL RELATED TO THE TOWN CENTRES DEFINED IN POLICY S2.

8.6.16 Some of these centres only offer very limited scope for further office development. This may be due to the heavily built-up nature of the surrounding area, the requirement to use available sites for other uses, or a limited market interest in certain locations. Other centres offer some potential for office development, which can in turn help to sustain the provision of other facilities, services and public transport. The UDP seeks to guide office development to those particular centres where office use development may be particularly desirable, and where there is identified potential for office development. Accordingly:

E17: OFFICE DEVELOPMENT WILL SPECIFICALLY BE ENCOURAGED IN THE FOLLOWING TOWN CENTRES:

ARMLEY	**MORLEY**
BRAMLEY	**OTLEY**
CHAPEL ALLERTON	**PUDSEY**
GUISELEY	**ROTHWELL**
MIDDLETON	**SEACROFT**
MOOR ALLERTON	**WETHERBY**

Offices: (c) - Business Parks and prestige office developments

8.6.17 Paras. 8.3.32-37 referred to the need to identify a range of suitable sites and locations for the development of business parks and for edge of city prestige office developments. This requirement is estimated to be about 160 ha. It is considered justifiable, because of the special locational needs of a business park, to reserve sites specifically for B1 use. Part or all of each of the key business park sites identified will, given the high profile, prestigious nature of the office site, be particularly suitable for prestige office development.

8.6.18 The UDP office strategy therefore includes specific proposals for a range of business park type developments, of different sizes and locations, and for specific sites with potential for prestige type development, as follows:

i. **Key business park sites** are identified in Policy E18. These sites are reserved specifically for B1 uses;

ii. **Prestige office development** is promoted on the sites identified in Policy E18, providing potential for prestige office development in high profile locations on the edge of the City. Given the high profile, prestigious location of these sites, a high quality design is required, in accordance with the requirements indicated in the Area and Site Statements contained in Section III.

Supplementary design guidance will be prepared to assist development proposals.

8.6.19 Provision within the sites identified in Policy E18 amounts to some 180 hectares, broadly equating with the scale of land required, identified in paragraph 8.3.37. The area quoted below for each site in Policy E18 relates to the approximate maximum hectarage likely to be available for business park development, and the Area and Site Statements contained in Section III provide further details:

E18: THE FOLLOWING EMPLOYMENT SITES ALLOCATED UNDER POLICY E4 ARE IDENTIFIED AS KEY BUSINESS PARK SITES, AND RESERVED FOR B1 USE:

1. **HARROGATE RD./WARREN HOUSE LANE, YEADON (E4.1: 8 HA)**
2. **AUSTHORPE (E4.6: 63.8 HA)**
3. **BULLERTHORPE LANE, COLTON (E4.7: 4.3 HA)**
4. **RED HALL LANE, RED HALL (E4.11: 11.9 HA)**
6. **BODINGTON ADEL (E4.17: 6.5 HA)**
8. **STOURTON NORTH, HUNSLET (E4.28: 6 HA)**
9. **GELDERD RD./RING RD., HOLBECK (E4.29: 8.7 HA)**
11. **SKELTON BUSINESS PARK (E4.45: 72 HA)**

E19: PRESTIGE OFFICE DEVELOPMENT WILL BE PROMOTED ON THE KEY BUSINESS PARK SITES IDENTIFIED UNDER POLICY E18. POTENTIAL EXISTS ON SOME OR ALL OF EACH SITE FOR PRESTIGE DEVELOPMENT, IN ACCORDANCE WITH THE DETAILED REQUIREMENTS ON FORM AND DESIGN CONTAINED IN THE AREA AND SITE STATEMENTS IN SECTION III.

vi. Science Park

8.6.20 As paragraph 8.3.38 above indicated, promotion of a site for a science park may help to stimulate such development. Specific consideration needs to be given to the potential to encourage new high-technology and research and development activities, industries which will help to further diversify and strengthen the economy of Leeds. Support will be given for the development of a science park in a suitable location. Leeds University and Leeds Metropolitan University, along with the City Council, are currently examining the possibility of establishing a science park within the City. A location in close proximity to both Universities, as well as the Hospital for any possible medical-related research and development, would be advantageous. A central location would also allow maximum accessibility and help maximise links with the business community. A suitable area is discussed in Chapter 13 on the City Centre (para. 13.7.60):

E21: SCIENCE PARK DEVELOPMENT (USE CLASS B1(B) AND ANCILLARY USES) WILL BE ENCOURAGED IN PRINCIPLE IN CLOSE PROXIMITY TO LEEDS UNIVERSITY AND LEEDS METROPOLITAN UNIVERSITY.

8.7 ECONOMIC PRIORITY AREAS

8.7.1 Turning from an economic sector-based approach, to one based on the needs of geographical areas, Strategic Guidance states that the main focus of future development should be on the revitalisation of the major urban areas, particularly their older inner and industrial zones, and also on providing for the regeneration of the smaller urban areas whose traditional industries have declined, notably where the economy has been affected by colliery closures. It also states that available resources should not be dissipated by being spread too thinly.

8.7.2 In addition to land allocation policies, the UDP strategy needs to focus on areas in special need of economic and physical revitalisation, in which assistance programmes and development initiatives can be concentrated. As Strategic Guidance indicates, these should concentrate mainly on the inner urban areas, where traditional manufacturing industry has declined, and on the coalfield areas in the south-east of the District.

8.7.3 Particular effort thus should be directed towards the needs of the outworn, older industrial zones, especially in the inner city areas. The UDP's priority for urban regeneration in these areas is considered in more detail in Chapter 11. Accordingly:

E22: ENCOURAGEMENT WILL BE GIVEN WHERE APPROPRIATE TO THE EXPANSION OF EXISTING INDUSTRIAL PREMISES AND TO THE REFURBISHMENT OR REDEVELOPMENT OF SITES FOR EMPLOYMENT PURPOSES, WITH PRIORITY IN THE CASE OF PUBLIC RENEWAL INVESTMENT FOR THE INNER CITY AREA DEFINED IN POLICIES R1 AND R2, AND TO THE FORMER COALFIELD SETTLEMENTS.

E22A: IN CONSULTATION WITH LOCAL COMMUNITIES (REFLECTING POLICY GP9), ALL POSSIBLE ENCOURAGEMENT WILL BE GIVEN TO THE DEVELOPMENT OF SMALL BUSINESSES, PARTICULARLY IN THE INNER CITY AREAS DEFINED IN POLICIES R1 AND R2 AND IN THE FORMER COALFIELD SETTLEMENTS, WHERE THIS WOULD NOT RESULT IN DEMONSTRABLE

8.7.4 A number of approaches need to be adopted, which are considered in more detail in the Council's Economic Strategy:

i. existing firms should where possible be assisted in their efforts to relocate, or to refurbish and redesign premises no longer suitable for current needs. This could involve assistance in the assembly of additional land to permit redevelopment or restructuring to a more modern layout. The City Council can help by implementing appropriate road closures (providing more space and better circulation) and the use of its own land;

ii. basic infrastructure must be provided or improved: better roads, drainage and other public utilities are fundamental components of the industrial regeneration strategy. The City Council's highways capital programme includes provision for improving the highway network within these industrial areas, including schemes for road widening and realignment;

iii. undertaking environmental works by public agencies or giving grants to private firms are also very significant, to help lift gradually the quality and aspirations of the older areas, as well as to help secure employment;

iv. help for the establishment of new firms, often on a small scale, is also important. The identification of sites, provision of premises and advice are all matters considered in the Economic Strategy.

The Coalfield area

8.7.5 In this area, the south-east of the District, including the settlements of Micklefield, Ledston Luck, Allerton Bywater, Great Preston, Methley, Kippax and Swillington, six collieries have closed since 1980, with a total loss of over 4,000 jobs in the industry. The loss of jobs has resulted in high local unemployment and fewer local job opportunities. There are also a number of environmental problems in the area associated with coal mining, for example the existence of extensive spoil heaps and slurry lagoons, and the disfigurement caused by opencasting.

8.7.6 The City Council is already taking action to help regenerate the area. The best example is the conversion of former colliery buildings at Ledston Luck to create the Ledston Luck Enterprise Park (comprising 24 business units). Urban Programme monies were used, acknowledging the problems in the area (although the site lies well outside the defined Inner City), together with Derelict Land Grant. Opened in October 1989, the units have proved very popular.

8.7.7 The City Council recognises the need to stimulate positive action within the area, to upgrade the environment, encourage new job opportunities, and sustain existing firms. The City Council lobbied for and has now secured the inclusion of Leeds in the Rechar II programme which will provide funds to assist in achieving economic diversification and job creation in declining coalfield areas. The City Council is committed to securing additional funding for the coalfield areas through RECHAR and other funding programmes.

8.8 THE RURAL ECONOMY

8.8.1 Approximately two thirds of land in the administrative area of Leeds is in agricultural and other open uses. These activities contribute significantly to the prosperity of the area. Diversification of the rural economy through the development and change of use of land and buildings in the countryside will be supported where this is compatible with environmental concerns and with maintenance of the openness of the Green Belt. Policies in section 5.5 of Chapter 5, Appendix 5 and Chapter 24 apply to the rural economy. The Council's Countryside Strategy provides further guidance on how environmental and economic interests are to be balanced within the non-Green Belt open countryside.

9. SHOPPING POLICIES

9.1 INTRODUCTION

9.1.1 Retail development has been one of the most rapidly expanding and changing areas of economic and social activity in the District in recent years. It forms an integral part of the City Council's Economic Strategy, and is linked into the Transport Strategy and Green Strategy (see Chapter 2.4). The priority accorded to the local economy is also reflected in the Strategic Guidance for West Yorkshire.

9.1.2 The strategy for retailing in the UDP is therefore closely related to all the foregoing. The retailing strength of the City Centre, the main shopping centres and local shopping provision and their level of service to Leeds residents is inextricably linked with their economic health and physical wellbeing. This in turn forms part of the general economic health of the District as a whole. The Council's retail policies proposed in the UDP seek to sustain and enhance these strengths at both strategic and more local levels for the benefit of all residents. The UDP's strategic aim is thus:

SA5: to ensure that a wide range of shops is available in locations to which all sections of the community, including those without access to private cars, have access by a choice of means of transport.

9.2 GENERAL APPROACH

9.2.1 The main objective of the shopping policies is to ensure that adequate provision of modern forms of retailing and related facilities are available and accessible to all groups of the community. The reduction of travelling that this implies is of course also an objective of the Council's Green Strategy. The best way of ensuring this is considered to be through the maintenance and enhancement of existing retail centres and not through ad hoc, out-of-centre developments, which are only accessible for certain groups of residents. This essentially centre-based approach is summarised in the following strategic principle:

SP7: Priority is given to the maintenance and enhancement of the City Centre and town centres.

9.2.2 There have been considerable and large-scale pressures for retail development in the District, particularly in the last ten years. A significant amount of research has been undertaken by and for the City Council. This culminated in the two major retail studies carried out by Bernard Thorpe for Leeds in 1987 and West Yorkshire in 1988. This, in turn, led to the West Yorkshire Retail Strategy being approved in 1989 by the five

West Yorkshire Districts, as a basis for a strategic overview for the UDP process.

9.2.3 The West Yorkshire Retail Strategy is now incorporated within the Leeds UDP shopping policies as the underlying strategic thread, together with advice in the Secretary of State's Strategic Guidance for West Yorkshire. The more detailed, Leeds-specific and local policies flow from the re-assessment of existing policies, which themselves have been honed over the years, in response to pressures for retail development. They of course also took account of advice contained in Revised Planning Policy Guidance Note 6 (PPG6) on "Town Centres and Retail Developments" (1996) and also the principles and philosophy contained in the Government's White Paper on the Environment ("Our Common Inheritance", 1990).

9.2.4 The guidance within Revised PPG6 (1996) placed a much greater emphasis on "town" (and in the Leeds context, city and district) centres and has set retailing clearly in the context of town centre vitality and viability. It emphasised the pivotal role that the retail function of a town centre has in maintaining the interdependence between the range of services and functions within centres for those who live or work there and the communities in the surrounding area. The UDP Shopping Policies recognise that a healthy retail function within town centres is a vital factor in achieving a level of confidence that will secure investment not only in new schemes but also in the redevelopment and refurbishment of existing premises. A healthy and vital town centre reflects on the civic pride among residents that support it, and helps to secure a local identity and sense of place.

9.2.5 This approach seeks to encourage all major retail development to locate at existing centres; to look for ways of maintaining and enhancing these centres for retail and related activities; to allow for the possibility of expanding some centres and even the development of new centres where appropriate justification is demonstrated. In addition, at a more detailed level, policies seek to ensure that retail uses remain dominant in centres, and adequate provision of daily needs shopping is encouraged. All these aims seek to ensure that all Leeds' residents can have access to an adequate, modern and complete range of retail services. Policies reflect the emphasis placed in Revised PPG6 (1996) on the role of town centres in minimising the need to travel and in promoting choice of public transport to help keep down carbon dioxide emissions.

9.2.6 Revised PPG6 (1996) aimed to sustain and enhance the vitality and viability of existing town centres by focusing new investment, particularly for retail uses, within city, town and district centres. The UDP retail policies reflect the approach in Revised PPG6 (1996). PPS 6 was published in 2005 and re-emphasised the need to focus new investment in city, town and district centres. It further strengthens the role of such centres by extending the definition of 'main town centre uses' to include leisure, offices, hotels and tourism facilities, (refer to para. 1.8 of PPS 6

for full list).

9.2.7 The City Council continues to receive a steady flow of proposals for food and non-food sales, and in a wide range of sizes, from corner shop scale up to sub-regional shopping centre. Size of development is of concern to the general centre-based approach adopted, to the extent that the relative scale of out-of-centre developments as compared to the size of existing centres raises questions about changes in trading patterns and consequent considerations of the future vitality, viability and investment attractiveness of existing centres. The question of the cumulative influence of out-of-centre developments combined is also raised. Although the "Glossary" provides definitions of the special terms used throughout the UDP, it is helpful at this point to clarify the reference to "major" used in the rest of this Chapter. Planning applications only provide gross floor area of new development as a reliable figure, since internal rearrangement of walls would not normally require planning permission. Accordingly, the City Council will use gross floor area as its measure of the scale of new development proposals. **The City Council will regard any retail proposal of 2500 sq m. gross or greater as "major" for the purposes of the UDP retail policies.**

9.3 CITY CENTRE

9.3.1 Leeds City Centre is the Regional Shopping Centre. As such, it not only serves all the residents in the District, but also people living further afield throughout Yorkshire and Humberside. It plays an important role in serving the shopping needs of business and leisure tourists visiting the City. It offers a major quantity and a wide variety of comparison shopping from Department Stores, national High Street multiples, to a strong representation of small unit speciality shopping. In addition, it provides a significant amount of convenience goods shopping, including two supermarkets and Kirkgate Markets, and a wide range of retail related services.

9.3.2 The City Centre can now boast five modern, purpose-built, pedestrianised shopping centres, the latest being the Schofields Centre, together with two major refurbishment schemes for small unit speciality shopping at the award winning Victoria Quarter and the Corn Exchange. The first phase of the internal and external refurbishment of the Kirkgate Markets has recently been completed. Other smaller-scale refurbishment schemes have recently opened or are in train on The Headrow, Albion Street, Briggate and Boar Lane. In addition, the retailing heart of the City Centre has recently (1992) undergone a major refurbishment of the pedestrianised area.

9.3.3 All these schemes indicate a continuing commitment on the part of the City Council and developers to invest in and improve the quality and range of the City Centre as the regional shopping centre. This commitment is reflected in Policy S1, which sets out the UDP's general

approach to enhancing the regional role of shopping in the City Centre. Specific proposals for the City Centre, and the application of detailed policies, is discussed in Chapter 13 on the City Centre:

S1: THE ROLE OF THE CITY CENTRE AS THE REGIONAL SHOPPING CENTRE WILL BE PROMOTED. ENHANCEMENT OF THIS ROLE WILL BE ACHIEVED BY:

i. CONSOLIDATION OF RETAILING WITHIN THE DEFINED SHOPPING QUARTER, SUPPORTED BY DETAILED SHOPPING FRONTAGE POLICIES WHICH SEEK TO MAINTAIN ITS ESSENTIAL PRIMARY RETAIL CHARACTER;

ii. IDENTIFICATION OF SPECIFIC LOCATIONS SUITABLE FOR MAJOR RETAIL DEVELOPMENT;

iii. A COMPREHENSIVE STRATEGY FOR ENVIRONMENTAL IMPROVEMENTS;

iv. A STRATEGY AND PROPOSALS FOR IMPROVING THE TRANSPORT SYSTEM, AND IN PARTICULAR THE QUANTITY, QUALITY AND LOCATION OF SHOPPER AND VISITOR PARKING.

9.3.4 In order to maintain a lively and concentrated area of retail premises, without undue intrusion of other service uses, a revised shopping frontages policy will be applied in the Prime Shopping Area. The details of this policy are included in the Appendix 12, Volume 2.

9.3.5 The major retail development opportunity sites within the City Centre are considered in Chapter 13. Sites are identified as suitable for retailing at Templar Street, in the Kirkgate Market area, and in the southern part of Regent Street.

9.3.6 There are a number of schemes and proposals which seek to bring about further environmental improvements. Some examples include the refurbishment of the pedestrian areas scheme; the initiatives for cleaning and external improvement of buildings; the proposed scheme to floodlight certain buildings; the arcades and yards improvement scheme; the removal of all traffic from certain City Centre streets within the Transport Strategy and further pedestrianisation; the appointment of a City Centre Manager to oversee many necessary activities, including those relating to maintenance, litter, graffiti. These are dealt with in more detail in Chapter 13 on the City Centre.

9.3.7 The provision of adequate and convenient parking, at a reasonable cost, to meet the needs of shoppers and of other visitors to the City Centre forms part of the Transport Strategy and is covered in more detail in Chapter 6 on Transport, Chapter 13 on the City Centre, and Appendix 9B in Volume 2.

9.4 TOWN CENTRE DEVELOPMENT

9.4.1 The Bernard Thorpe Studies for Leeds and West Yorkshire have indicated that there is only a limited amount of "headroom" for additional comparison floorspace for different styles of retailing based on projected expenditure patterns. Provision has been made for some of this in specific proposals to consolidate the City Centre. Similarly, modern food retailing from superstores, and large and small supermarkets has become very widely established throughout the District, to a level where there are now few gaps in accessible provision. It is therefore most important that any remaining capacity for retail floorspace development demand is encouraged to locate where it best serves all sections of the community, i.e. those dependent on public transport, as well as those with cars. The most accessible locations are the existing City Centre and town centres.

9.4.2 It follows therefore that it is sensible to direct most new development to town centres, so that a wide range of modern retail and related facilities is available in locations offering ready access to all sections of the community. Policy S2 emphasises the role of town centres in Leeds in minimising the need to travel and promoting choice of public transport to help keep down carbon dioxide emissions.

9.4.3 The term "town centre" is used to encompass not only the traditional town centres, but also the village centres that have grown to become district centres, and the purpose built modern district centres within Leeds District. The following policy reflects the focus and emphasis accorded to the city's existing "town" centres, as defined by the list in the following Policy. These town centres are identified on the main Proposals Map, and an Inset Map prepared for each: the boundary for policy purposes of each centre being the limits of the Inset Map in each case. The Policy also recognises that the expansion of any one town centre should not be to the detriment of the other town centres:

S2: THE VITALITY AND VIABILITY OF THE FOLLOWING TOWN CENTRES WILL BE MAINTAINED AND ENHANCED, IN ORDER TO SECURE THE BEST ACCESS FOR ALL SECTIONS OF THE COMMUNITY TO A WIDE RANGE OF FORMS OF RETAILING AND OTHER RELATED SERVICES:

ARMLEY	**HUNSLET**
BOSTON SPA	**KIPPAX**
BRAMLEY	**KIRKSTALL**

CHAPEL ALLERTON
CROSS GATES
DEWSBURY ROAD
FARSLEY
GARFORTH
GUISELEY
(OTLEY ROAD)
HALTON
HAREHILLS CORNER
HEADINGLEY
HOLT PARK
HORSFORTH (TOWN STREET)
MIDDLETON (RING ROAD)
MOOR ALLERTON
MEANWOOD
MORLEY
OAKWOOD
OTLEY
PUDSEY
ROTHWELL
SEACROFT
WETHERBY
YEADON

NON-RETAIL DEVELOPMENT WITHIN THE ABOVE CENTRES WILL NOT NORMALLY BE PERMITTED WHERE IT WOULD REDUCE SIGNIFICANTLY THE SHOPPING FUNCTION OF A CENTRE, OR LEAD TO THE LOSS OF DEVELOPMENT OR REDEVELOPMENT OPPORTUNITIES CAPABLE OF ACCOMMODATING MAJOR RETAILING.

RETAIL DEVELOPMENT WILL BE ENCOURAGED AND PERMITTED WITHIN THE ABOVE CENTRES AS DEFINED ON THE PROPOSALS MAP, UNLESS IT WOULD:

i. UNDERMINE THE VITALITY AND VIABILITY OF THE CITY CENTRE OR ANY OTHER S2 CENTRE (AND IN PARTICULAR THOSE CENTRES LISTED IN POLICY S3A). IT MAY BE NECESSARY FOR THE APPLICANT TO CARRY OUT A FORMAL STUDY OF IMPACT ON NEARBY CENTRES AND AN ASSESSMENT OF THE CHANGES IN TRAVEL PATTERNS; AND

ii. ADVERSELY AFFECT THE RANGE OF SERVICES AND FUNCTIONS IN ADDITION TO RETAILING THAT IS PROVIDED WITHIN THE CENTRE.

SUBJECT TO THE PROVISIONS OF OTHER UDP POLICIES AND RESOLUTION OF DETAILED PLANNING MATTERS.

9.4.4 In order to strengthen the attraction of existing town centres and underpin the existing investment, Policy S3 seeks to encourage improvements to maintain and enhance those town centres listed in Policy S2, to ensure that they continue to have a pivotal role in the life of the communities they serve. Policy S3 sets out the broad framework for encouraging further investment. Whilst it is recognised that town centres are a suitable focus for uses and activities other than retailing, this should not be to the extent that the retailing function is diluted to undermine their vitality and viability:

S3: ENHANCEMENT AND MAINTENANCE OF TOWN CENTRES DEFINED IN POLICY S2 WILL BE PROMOTED BY THE LOCAL PLANNING AUTHORITY COORDINATING PUBLIC AND PRIVATE SECTOR INITIATIVES IN ORDER TO SECURE:

i. SUPPORT FOR THE REFURBISHMENT, EXPANSION AND REDEVELOPMENT OF EXISTING RETAIL PREMISES;

ii. MAINTENANCE OF PRINCIPAL SHOPPING AREAS THROUGH THE OPERATION OF SHOPPING FRONTAGES POLICY S4;

iii. ENVIRONMENTAL IMPROVEMENTS INCLUDING ENHANCEMENT OF GREENSPACES, AND IMPROVEMENTS TO THE SAFETY AND SECURITY OF PEDESTRIANS;

iv. IMPROVEMENTS TO TRANSPORT INFRASTRUCTURE (AND IN PARTICULAR TO PUBLIC TRANSPORT) AND THE SECURITY, QUALITY AND QUANTITY OF CAR PARKING PROVISION;

v. PROVISION OF ADDITIONAL SOCIAL, CULTURAL, LEISURE AND ENTERTAINMENT FACILITIES;

vi. OFFICE DEVELOPMENT, PARTICULARLY IN THOSE CENTRES LISTED UNDER POLICY E17;

vii. RESIDENTIAL DEVELOPMENT, TO MAINTAIN LIFE AND VITALITY IN THE CENTRES;

viii. RETENTION OF LARGER DEVELOPMENT/REDEVELOPMENT SITES WHERE SUITABLE FOR LARGE UNIT RETAILING.

9.4.5 The town centres in Leeds have been surveyed in preparing the UDP, and scope for their expansion has been assessed. However there is clearly a need to develop further the capacity for change, and the promotional aspects of consolidating the investment in town centres. During the timescale of the UDP, the production of a number of detailed town centre strategies and action plans will be undertaken, within the broad framework of Policy S3. In effect, the work that the City has started in the City Centre can be replicated for the other town centres in Leeds, to bring forward initiatives in environmental improvement, the enhancement of greenspaces, improvements to the safety and security of pedestrians, recreation and entertainment facilities, car parking and public transport. In

addition to inevitably limited City Council resources, there will be opportunities to be explored between the private and public sectors to achieve improvements which in particular can emanate from the implementation of new developments. It is intended to ensure that the mixture of land uses and developments fosters interdependence between functions within a centre, to ensure that new development builds on and enhances earlier investments and infrastructure. It must be stressed that retailing is and should remain the primary function of the town centres and is considered critical to their vitality and viability.

9.4.6 The majority of the centres listed in Policy S2 are relatively thriving. However there are a few which give cause for concern, or need to be treated with care for other reasons. Those needing special attention are listed in Policy S3A, and will be accorded priority for refurbishment and/or enhancement:

S3A: PRIORITY WILL BE GIVEN TO REFURBISHMENT AND ENHANCEMENT OF THE FOLLOWING CENTRES, THE VITALITY AND VIABILITY OF WHICH ARE CONSIDERED TO BE INSECURE AND/OR THE OBJECTIVE IS TO SECURE FURTHER EXPANSION OF THE RANGE OF FACILITIES:

DEWSBURY RD.	**KIRKSTALL**
FARSLEY	**MEANWOOD**
HAREHILLS CORNER	**MIDDLETON RING RD.**
HOLT PARK	**ROTHWELL**
KIPPAX	**SEACROFT**

9.4.7 The centres in Policy S3A fall into one (or more) of the following categories:

a. they are considered somewhat insecure, either due to changed circumstances (e.g. the recent loss of a main foodstore) or because they are showing signs, actually or potentially, of becoming run down, economically or physically. Priority will be given to these centres in the production of detailed town centre strategies and action plans;

b. the centre and surrounding residential areas which it serves are rather isolated geographically, and it is therefore important that the centre continues to offer a locally accessible service;

c. the centre would benefit from additional or replacement retail development to better secure a readily viable future and/or to serve planned population expansion in the area.

9.4.8 An important element of maintaining and enhancing the vitality of the main shopping centres is to ensure that the retailing facilities remain concentrated in primary frontages and local shopping parades. Policy S4 on shopping frontages addresses this issue not only within the City Centre, but also the main centres listed in Policy S2, and in other smaller shopping centres, plans of which are included in the Proposals Map Inset Map Book. Other related uses, including commercial offices and leisure developments, are of course acceptable in shopping centres, and widen their attraction, and hence helps to maintain the vitality and viability of each centre. It is however necessary to control their siting in each centre as appropriate.

9.4.9 In order to retain the attraction of particular frontages, the policy approach distinguishes between shops (Use Class A1), financial and professional services (A2), catering outlets (A3), and other non-shopping uses. A2 and A3 activities complement shopping uses and help to provide the shopper with a good range of services and facilities within a short distance. Without regulation however, there is a danger that these non-retail uses could begin to dominate shopping frontages in a way that undermines the retail function. Excessive numbers would reduce the potential for shopping uses which may diminish the variety of window displays, and may depress the volume of passing shoppers. Reduction in custom in the remaining shops is the likely result which in turn lowers the liveliness of the street, and ultimately has a detrimental impact on the centre as a whole. Policy S4 and the City Council's detailed Shopping Frontage Policies seek to achieve the necessary balance of function and location within centres:

S4: IN ORDER TO MAINTAIN AND ENHANCE THE VITALITY AND VIABILITY AND AVAILABILITY OF SHOPPING SERVICES GENERALLY, AND THE ESSENTIAL RETAIL CHARACTER OF THE SHOPPING CENTRES LISTED IN POLICIES S1 AND S2 AND OTHER IDENTIFIED CENTRES, PROPOSALS TO CHANGE THE USE OF A RETAIL UNIT TO A NON-RETAIL USE WILL BE DETERMINED USING THE POLICIES CONTAINED IN APPENDIX 12 AND TAKING INTO ACCOUNT THE DETAILED NATURE AND LIKELY EFFECTS OF EACH PARTICULAR PROPOSAL.

9.5 RETAIL DEVELOPMENT OUTSIDE EXISTING CENTRES

9.5.1 The main thrust of the shopping policies is to channel new retail development into the City Centre and the main existing town centres. The policy context for considering major retail development proposals elsewhere in the District is considered in this section. Major proposals will be considered against the following Policy:

S5 MAJOR RETAIL DEVELOPMENT OUTSIDE THE DEFINED S1 AND S2 CENTRES WILL NOT NORMALLY BE PERMITTED UNLESS:

i. THE TYPE OF DEVELOPMENT CANNOT SATISFACTORILY BE ACCOMMODATED WITHIN AN EXISTING S1 OR S2 CENTRE (OR IN THE ABSENCE OF AN IN-CENTRE SITE, ON A SITE ADJACENT AND WELL RELATED TO AN S2 CENTRE); AND

ii. IT CAN BE DEMONSTRATED THAT BY REASON OF THE SCALE AND TYPE OF RETAILING THAT THE PROPOSAL DOES NOT UNDERMINE THE VITALITY AND VIABILITY OF THE CITY CENTRE OR ANY S2 CENTRE OR PREJUDICE THE LOCAL PROVISION OF ESSENTIAL DAILY NEEDS SHOPPING. IT WILL NORMALLY BE NECESSARY FOR THE APPLICANT TO CARRY OUT A FORMAL STUDY OF IMPACT ON NEARBY CENTRES AND AN ASSESSMENT OF THE CHANGES IN TRAVEL PATTERNS. NORMALLY CONDITIONS WILL BE IMPOSED OR A LEGAL AGREEMENT WILL BE REQUIRED TO ENSURE THAT THE SCALE AND TYPE OF RETAIL DEVELOPMENT DOES NOT CHANGE ITS COMPOSITION WITHOUT THE PRIOR CONSENT OF THE CITY COUNCIL; AND

iii. IT ADDRESSES QUALITATIVE AND/OR QUANTITATIVE DEFICIENCIES IN SHOPPING FACILITIES. IN THE CASE OF MAJOR FOOD SHOPPING DEVELOPMENTS THE RESULTANT DEVELOPMENT MAY BE DEFINED AS AN S2 CENTRE IF IT ACHIEVES THE INTEGRATION OF APPROPRIATE FACILITIES OTHER THAN SHOPPING TO PROVIDE A BROAD RANGE OF TOWN CENTRE SERVICES AND FUNCTIONS FOR RESIDENTS IN THE SURROUNDING AREA; AND

iv. IT IS READILY ACCESSIBLE TO THOSE WITHOUT PRIVATE TRANSPORT, AS WELL AS THOSE WITH CARS, AND RESULTS IN A NET REDUCTION IN THE NUMBER AND LENGTH OF CAR JOURNEYS; AND

v. IT DOES NOT ENTAIL THE USE OF LAND DESIGNATED FOR HOUSING OR KEY EMPLOYMENT SITES, OR LAND LOCATED IN THE GREEN BELT OR GENERALLY IN THE OPEN COUNTRYSIDE.

9.5.2 Due to physical limitations within some existing centres, despite attempts to indicate expansion sites in or close by them, it is acknowledged that there may be situations where development outside existing centres has to be considered. This scenario is acknowledged in policy S5. There are a number of caveats to the policy to ensure that any resultant development is properly justified and well related to the people which it serves, reduces the number and length of car journeys and does not harm the viability and vitality of existing centres in proximity. The resultant scheme could be capable of becoming an additional town centre and as such would be expected to provide opportunities for retail related facilities helpful to the community, rather than just a few large retail units.

9.5.3 Policy S5 confirms the continued view of the City Council that the vitality and viability of existing town centres in the District are of paramount importance, both for convenience and comparison goods retailing. Whilst recognising that retail warehouse parks and a number of free-standing food supermarkets have become part of the established shopping scene, they have been a contributory factor in the relative decline of a number of older established retail centres. It is considered that the criteria within Policy S5 strike the proper balance between in-centre and out-of-centre retail proposals in Leeds, where there is limited opportunity for a quantitative increase in retail floorspace in both comparison and convenience goods retailing except at the expense of the vitality and viability of the S1 and S2 centres.

9.5.4 Leeds City Council endorses the guidance in Revised PPG6 (1996) that retail impact studies will be the norm for all major retail developments, and should be supported by evidence of their likely economic impacts on retail locations, together with an assessment of changes in travel patterns that would result. It will be necessary to agree the methodology of such studies with the local planning authority to ensure that evidence supporting planning applications is of a comparable nature. Unless the type of retailing is agreed to be limited by means of a legal agreement, retail impact studies should address impacts arising from the broad spectrum of convenience and/or comparison goods retailing. A retail impact study of any nearby centre should address the possible impact of a new development including its cumulative impact with other recent or proposed major developments in the locality.

9.5.5 Scale and type of retailing in criterion (ii) in Policy S5 address the fact that different types of out-of-centre retail developments can have different impacts on the vitality and viability of town centres, local centres and villages. Food supermarkets will impact on other food supermarkets as well as affecting smaller convenience goods stores within a centre and neighbouring centres. The loss or run-down of a food supermarket within a town centre by the impact of an out-of-centre food supermarket could have a devastating effect on the viability of that centre. Out-of-centre retail warehouse developments may or may not impact on a town centre or more directly on other retail warehouse developments depending on the type and size of retailing involved.

9.5.6 When considering out-of-centre major retail development, the City Council will need to be clear about the kind of development proposed. It will use planning conditions and obligations to ensure that developments do not subsequently change their character. The two main types of retail development are convenience and comparison goods retailing, but it is also proposed that the minimum size of retail unit is an important dimension of type, and in particular that retail warehouse developments remain units of a minimum size that are not subsequently split down into a smaller unit that could easily be accommodated within a town centre. Under Policy S5.ii, a minimum size of 500 sq m gross for retail warehouse units will normally be required by legal agreement.

9.5.7 In assessing possible impacts on vitality and viability the City Council will take a long-term view in weighing the benefits to the public of the proposed retail development against possible economic, social and environmental impacts on retail centres.

9.5.8 An important aspect of a retail impact study is the need to also address the effect of out-of-centre developments on travel patterns with a view to reducing the number and length of car journeys, in line with the aims of the Leeds Green Strategy and the Revised PPG6 (1996). In considering accessibility to those without private transport it is necessary to look at potential future public transport provision, as well as that existing at the time that the study is undertaken. Where appropriate, planning obligations will be used to secure developer contributions to new or improved public transport or improved pedestrian access, where this is directly related to the development.

Need for new shopping facilities outside existing centres

9.5.9 Policy S5 iii and S9 iii acknowledges that the extent to which proposals remedy qualitative and quantitative deficiencies in provision is a factor in assessing retail development. This provides the basis for the support for modern convenience goods retailing in areas with poor access to facilities contained in the following policy S6.

9.5.10 It is estimated that during the Plan period there is unlikely to be a need to accommodate a significant increase in retail floorspace for convenience or comparison goods over and above commitments, but qualitative changes will continue to be addressed by retail operators as they seek to improve older stores and make them more efficient. As there is no proven need for an overall major quantitative increase in non-food and food store floorspace during the Plan period, it is not intended to promote new sites (over and above commitments and earlier plan proposals) for foodstores or major retail warehouse parks, with the exception of those areas deficient in good access to convenience goods stores, and the allocation of land on Regent Street for retail warehouse development, in support of the regional role of the City Centre.

9.5.11 Support for food shopping facilities will need to be considered in two main circumstances, where proposals would serve:

i. areas deficient in provision of modern facilities, for example where access to existing centres is poor, or where neighbouring centres are limited in scope for further enhancement;

ii. specific areas where the UDP proposes housing development on a significant scale.

9.5.12 Studies of food shopping in Leeds have revealed areas where existing provision (including shopping in existing centres of various sizes) falls short of residents' needs and reasonable ambitions. In particular there are few modern convenience goods stores to serve some inner parts of the city, and also in two middle suburbs, and in the general area of Wetherby. Support is therefore given to proposals serving these areas:

S6: POTENTIAL EXISTS FOR RETAIL DEVELOPMENT OF A FORM WHICH WOULD REMEDY THE KNOWN DEFICIENCY OF CONVENIENCE GOODS RETAILING FACILITIES IN THE FOLLOWING LOCATIONS:

a. FARNLEY/NEW FARNLEY/LOWER WORTLEY - IN THE VICINITY OF STONEBRIDGE MILLS, RING ROAD, FARNLEY;
b. COLTON - IN THE SELBY ROAD AREA;
c. WETHERBY - MICKLETHWAITE FARM/RESORT HOTEL.

SUPPORT WILL BE GIVEN TO MODERN CONVENIENCE GOODS RETAILING PROPOSALS IN AREAS WHERE RESIDENTS HAVE POOR ACCESS TO THESE FACILITIES, IN PARTICULAR IN THE FOLLOWING AREAS:

1. BURLEY/KIRKSTALL/HYDE PARK/WOODHOUSE;
2. FARNLEY/NEW FARNLEY/LOWER WORTLEY;
3. SCOTT HALL/CHAPELTOWN/SOUTH HAREHILLS/BURMANTOFTS/ RICHMOND HILL;
4. COLTON.

WHERE POSSIBLE THE COUNCIL WILL SEEK TO IDENTIFY AREAS OF SEARCH AND ADVANCE SUITABLE SITES.

9.5.13 The City Council will undertake studies aimed at identifying sites within the areas of deficiency listed in Policy S6. A retail impact study will normally be required to assess an appropriate scale of development when specific development proposals are advanced under this Policy.

9.5.14 In the context of the consideration of new developments outside existing centres, it should be noted that permission was granted on appeal in 1989 (and renewed in *September 1991*) for a major "sub-regional" shopping centre at Millshaw, Morley (the "White Rose Centre").

9.6 NEIGHBOURHOOD SHOPPING FACILITIES

9.6.1 Particular issues are raised by proposals for local shopping facilities. These are considered in turn.

i. Neighbourhood shopping

9.6.2 The objective of the UDP shopping policies is to ensure that residents of Leeds have good access to modern shopping facilities. The main thrust of shopping policies is to build upon the existing town centres (S2 centres) as the focus for the provision of the complete range of shopping facilities for residents' main shopping requirements. However, the provision of complete town centre shopping facilities is not enough to ensure access for everyone.

9.6.3 The main centres listed in Policies S1 and S2, and the new proposals which would satisfy S6, are intended to serve Leeds' residents more important shopping needs for main groceries, comparison goods purchases and retail related services. Beyond these centres, there is an important role for the smaller neighbourhood shopping centres, local shopping parades and corner shops. These provide for the day-to-day shopping needs (mainly food and household necessities) of the immediately surrounding communities.

9.6.4 Neighbourhood shopping facilities are especially important for residents without access to a car, or otherwise with limited mobility, as well as providing a service to all residents in meeting their day-to-day needs. Neighbourhood shops play an important role both economically and socially in the local community. They can also reduce the need to travel by car, and thus reduce carbon dioxide emissions.

9.6.5 A number of existing neighbourhood centres have suffered from a lack of investment and management of their environment. The City Council will use its co-ordinating role to secure public and private investment initiatives to maintain and enhance the more viable neighbourhood centres, whilst recognising that new development is the most effective catalyst for enhancing centres and attracting and maintaining vitality. With these objectives in mind it is considered appropriate to strengthen viable neighbourhood shopping by the following policy:

S8: MAINTENANCE AND ENHANCEMENT OF VIABLE NEIGHBOURHOOD SHOPPING WILL BE PROMOTED BY THE LOCAL PLANNING AUTHORITY, CO-ORDINATING PUBLIC AND PRIVATE SECTOR INITIATIVES IN ORDER TO SECURE:

i. SUPPORT FOR REFURBISHMENT, EXPANSION AND REDEVELOPMENT OF EXISTING RETAIL PREMISES;

ii. MAINTENANCE OF PRIMARY SHOPPING AREAS THROUGH THE OPERATION OF SHOPPING FRONTAGES POLICY S4;

iii. ENVIRONMENTAL IMPROVEMENTS INCLUDING ENHANCEMENT OF THE QUALITY AND QUANTITY OF SERVICING AND CAR PARKING PROVISION, IMPROVEMENTS TO SAFETY AND SECURITY OF PEDESTRIANS AND IMPROVEMENTS TO LANDSCAPED AREAS.

9.6.6 The essential difference between Policies S5 and S9 is that the former would automatically involve the preparation of substantial detailed evidence by the applicant on the matters listed in para. 4.13 of PPG6 (1996) before consideration of any major proposal. Where the City Council is concerned that proposals to be considered against Policy S9, such as those that are likely to have proportionately a large impact on a town centre or local centre, a retail assessment may occasionally be required from the applicant under criterion (ii) of S9. However, independent of the scale of the proposal, if a developer is proposing an out-of-centre development the onus will be on the developer to demonstrate that he has thoroughly assessed all potential town and local centre options.

S9: RETAIL DEVELOPMENTS, SMALLER THAN THOSE DEALT WITH IN POLICY S5, OUTSIDE THE DEFINED S1 AND S2 CENTRES OR LOCAL CENTRES WILL NOT NORMALLY BE PERMITTED UNLESS:

i. THE TYPE OF DEVELOPMENT CANNOT SATISFACTORILY BE ACCOMMODATED WITHIN AN EXISTING S1, S2 OR LOCAL CENTRE (OR IN THE ABSENCE OF AN IN-CENTRE SITE, ON A SITE ADJACENT AND WELL RELATED TO AN S2 OR LOCAL CENTRE); AND

ii. IT CAN BE DEMONSTRATED THAT BY REASON OF THE

SCALE AND TYPE OF RETAILING THE PROPOSAL DOES NOT UNDERMINE THE VITALITY AND VIABILITY OF ANY S2 OR LOCAL CENTRE OR PREJUDICE THE LOCAL PROVISION OF ESSENTIAL DAILY NEEDS SHOPPING. IT WILL OCCASIONALLY BE NECESSARY FOR THE APPLICANT TO CARRY OUT A FORMAL STUDY OF IMPACT ON NEARBY CENTRES AND AN ASSESSMENT OF THE CHANGES IN TRAVEL PATTERNS. NORMALLY CONDITIONS WILL BE IMPOSED OR A LEGAL AGREEMENT WILL BE REQUIRED TO ENSURE THAT THE SCALE AND TYPE OF RETAIL DEVELOPMENT DOES NOT CHANGE ITS COMPOSITION WITHOUT THE PRIOR CONSENT OF THE CITY COUNCIL; AND

iii. IT ADDRESSES QUALITATIVE AND/OR QUANTITATIVE DEFICIENCIES IN SHOPPING FACILITIES; AND

iv. IT IS READILY ACCESSIBLE TO THOSE WITHOUT PRIVATE TRANSPORT, AS WELL AS THOSE WITH CARS, AND RESULTS IN A NET REDUCTION IN THE NUMBER AND LENGTH OF CAR JOURNEYS; AND

v. IT DOES NOT ENTAIL THE USE OF LAND DESIGNATED FOR HOUSING OR KEY EMPLOYMENT SITES, OR LAND LOCATED IN THE GREEN BELT OR GENERALLY IN THE OPEN COUNTRYSIDE.

DEVELOPMENT WHICH PREJUDICES THE LOCAL PROVISION OF ESSENTIAL DAILY NEEDS SHOPPING SERVICE LEVELS WILL NOT NORMALLY BE ALLOWED. RETAIL DEVELOPMENT (INCLUDING CHANGE OF USE) WHICH MIGHT THREATEN THE LEVEL OF PROVISION OF ESSENTIAL DAILY NEEDS SHOPPING TO LOCAL RESIDENTS WILL NEED TO BE SUPPORTED BY EVIDENCE OF ITS LIKELY RETAIL IMPACT.

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ii. Exceptional types of small retailing

9.6.7 There are some kinds of smaller or intermittent retail activity which are different from main-stream retailing, and are included here for reasons of comprehensiveness. These include factory shops, tourism retailing, Sunday markets and car boot sales.

9.6.8 Genuine factory shops are recognised as a legitimate activity and need to come within the umbrella of retail policies. By their industrial connection, they tend to be located outside retail centres and for the most part they sell comparison goods. However, proposals are likely to be acceptable under Policy S9 where the facilities are genuine factory shops, selling

exclusively goods made on the premises, and where the retail use is small-scale and incidental to the main industrial use and meets normal planning requirements.

9.6.9 There are currently a few emerging "trends" of retailing, which lie outside the normal pattern. Small retailing in association with major tourist facilities is one such example. It is considered that the UDP's shopping policies are robust enough to provide the context to assess all types of retailing. So long as Policy S9 can adequately be met, this newer form of retailing will normally be acceptable.

9.6.10 Permanent locations for Sunday markets and car-boot sales also need to be judged against Policy S9. Due to the characteristics of these operations, it is particularly important that the caveats related to good planning practice are fully met. Clearly each proposal has to be judged very much on its merits and particular circumstances.

9.6.11 Farm shops can also serve a vital function in rural areas, by helping to meet demand for fresh produce and providing new sources of jobs and services, contributing to the diversity of economic activity in rural areas. In assessing such proposals, the City Council will take account of:

i. the provisions of Policy GB12:

ii. the desirability for the farmer of providing a service throughout the year;

iii. the potential impact on nearby village shops and

iv. the likely impact of traffic generated and access and parking arrangements.

10. LEISURE AND TOURISM

10.1 INTRODUCTION

10.1.1 Leisure and tourism are complex activities which give rise to a variety of inter-related themes, trends and issues. They are expanding and evolving activities with major land use implications at both a strategic and a local level. Although distinct activities, leisure and tourism combine to fulfil a variety of important social, economic and environmental functions which have an impact upon the individual user and participant - and also upon the perception of the District as a regional, national and international place in which to live, work, visit and invest.

10.1.2 A first priority in seeking to secure the positive benefits of **leisure** provision is to ensure that both indoor and outdoor facilities (for example sports and leisure centres, and greenspace), are near and/or are accessible to all sections of the community. This is a major objective of a number of policy areas of the UDP - including the environment (Chapter 5), transport (Chapter 6) and shopping (Chapter 9). It is also a major aspect of the strategy for the City Centre (Chapter 13). In particular, the UDP transport strategy assists the City Council's Transport Strategy in promoting the most effective transport system capable of linking homes, jobs and facilities and the strategy for retail development is based on support for the maintenance and enhancement of the existing pattern of shopping centres, as the most accessible locations to all the community.

10.1.3 Concern for the provision of facilities for **tourism** is also a significant part of the UDP. Tourism facilities need to be retained and enhanced, and additional facilities provided, within the context provided by the Plan, in order to secure the positive economic and environmental benefits of tourism.

10.1.4 In relating leisure and tourism to this wider context, the following is the UDP strategic aim:

SA6: to encourage the provision of facilities for leisure activities, and to promote tourist visits to Leeds, in ways which secure positive benefits for all sections of the community;

While the main Tourism policies are contained in this Chapter, because of the diverse nature of tourist facilities other references to the subject are to be found in chapters 5, 6, 8, 9, 11, 12 and 13.

10.2 LEISURE FACILITIES

10.2.1 Within the District there is currently a wide range of leisure facilities servicing the needs of the community and visitors. These include recreation facilities such as sports halls and centres, swimming pools and urban green space, leisure facilities such as cinemas, hotels, restaurants, public houses and fitness centres. These facilities provide a valuable resource as they enhance the attractiveness of the district as a place to live and visit. As a consequence such facilities need to be safeguarded in the context of the priorities and strategies of the UDP.

10.2.2 In supporting the retention of existing facilities in principle, it is important for the City Council to be receptive to changing social needs and evolving demands of leisure and the leisure industry. In particular, the benefits of the leisure facilities should be available to all sections of the community. Accordingly:

LT1: PRIORITY WILL BE GIVEN TO THE PROVISION AND SITING OF NEW LEISURE FACILITIES, AND THE RETENTION AND ENHANCEMENT OF EXISTING FACILITIES, IN AREAS WITH POOR ACCESS TO FACILITIES, AND AT LOCATIONS ACCESSIBLE TO ALL SECTIONS OF THE COMMUNITY.

10.2.3 The approach of maximising accessibility relates to that proposed by the greenspace, playing fields, Green Belt and countryside strategy policies in the Environment Chapter. The shopping policies and proposals of Chapter 9 are relevant, along with those for the City Centre (Chapter 13).

10.2.4 Within the District it is important that the resources of land and buildings are used positively and effectively as leisure (and social) facilities. This approach applies to urban areas, the countryside and also the urban fringe. In urban areas for example, in principle the development of facilities utilising all-weather pitches and floodlighting will be supported. It is important also that District-wide encouragement is given to the extension of public access to privately operated facilities, through the promotion of dual use, in order to increase and diversify opportunities for leisure and recreation. Therefore:

LT2: THE FULLEST POSSIBLE PUBLIC USE OF THE DISTRICT'S LEISURE FACILITIES WILL BE SUPPORTED.

10.3 TOURISM

10.3.1 As a destination for visitors, the City and District of Leeds has many strengths. The physical character of the District and range and type of existing visitor attractions offer interest and variety, and offer the scope for the further development of tourism in Leeds. In tourism terms the District is dominated by the City Centre and the Leeds main urban area. In particular, the heritage of the City Centre and especially its historic buildings make an attractive and important contribution towards the range of tourist attractions. These elements provide a focal point for business tourism and shopping, and for visitors wishing to experience the distinctive character of the City and its cultural, entertainment and leisure facilities and individual attractions. This urban form is penetrated by a series of river valleys and green wedges which form a transition into countryside. The open countryside is punctuated by smaller freestanding settlements and market towns, and includes major tourist attractions such as Harewood House and the Wharfe Valley. These areas present a diverse range of experiences and specific destinations for visitors by providing opportunities for informal recreation and the use of leisure facilities and individual attractions. The above elements combine to provide a resource for local people and visitors, and this is reinforced further by excellent regional road, rail and air communications which serve the District.

10.3.2 The development and promotion of tourism can have both positive and negative environmental, economic and social effects. For example, the desire to attract visitors in order to secure positive economic benefits could result in effects detrimental to the interests of nature conservation, through visitor pressure on sensitive areas. These relationships are complex, and it is an important consideration of the UDP that sources of potential conflict arising from tourism are identified. Where possible conflicts will need to be resolved through balancing these competing interests, in order to achieve a sustainable level of tourism.

10.3.3 Through a variety of initiatives and programmes, the City Council has recognised the positive benefits of tourism. In particular, a Tourism Strategy is currently being prepared and consultation undertaken, with the objective of securing a co-ordinated approach with all the relevant agencies to achieve the benefits of tourism. In enhancing and developing these elements further, the UDP provides a supportive role, which seeks to secure the positive benefits of tourism whilst seeking to minimise any adverse consequences. In this respect it is a key task of the UDP to establish a land use strategy for tourism, through the identification of priorities for action and where appropriate particular sites with potential for tourism related development. Careful attention must be given to visitor management. Visitor management (for example in terms of the UDP's area of interest, through infrastructure provision such as car parks and sign posting) is an integral and essential concept in considering particular areas and sites for tourism related uses.

10.3.4 In pursuing an effective approach towards tourism, it is important that visitor attractions are recognised as a valuable resource, and that additional facilities are supported in the longer term. Accordingly:

LT3: THE RETENTION AND ENHANCEMENT OF EXISTING VISITOR ATTRACTIONS AND FACILITIES INCLUDING THE BUILT HERITAGE OF THE CITY CENTRE WILL BE ENCOURAGED. THE CREATION OF A WIDE RANGE OF NEW ATTRACTIONS AND FACILITIES WILL BE SUPPORTED AS OPPORTUNITIES ARISE. EFFECTIVE VISITOR AND SITE MANAGEMENT AND PROMOTION WILL NEED TO BE CONSIDERED.

10.3.5 Visitor attractions are a principal element of the tourist infrastructure and therefore need to be supported. These facilities can be utilised to secure positive benefits through the improvement and enhancement of both the built and rural environment. Forthcoming attractions in these terms include Tetleys' Brewery Wharf, the Royal Armouries at Clarence Dock (considered further in Chapter 13 on the City Centre), and the St. James Hospital Medical Museum. Such facilities can also provide valuable employment opportunities, which need to be promoted and complemented in the context of the UDP's approach to the local economy, and the Council's Economic Strategy and emerging Tourism Strategy.

Major tourism, cultural, sporting and other leisure facilities

10.3.6 In supporting the development of major new leisure facilities appropriate for the regional centre, the benefits of tourism need to extend to both Leeds residents and visitors. Further benefits should result both through direct job creation and the contribution to the Leeds economy, and through environmental improvements. As a consequence, facilities need to be accessible both to residents and visitors, and be sensitive to environmental considerations:

LT4: IN AIMING TO SECURE THE POSITIVE BENEFITS OF TOURISM FOR RESIDENTS AND VISITORS, THE CITY COUNCIL WILL PURSUE OPPORTUNITIES FOR THE DEVELOPMENT OF MAJOR CULTURAL AND SPORTING FACILITIES. LOCATIONS NEED TO BE EASILY ACCESSED BY THE REGIONAL ROAD AND PUBLIC TRANSPORT SYSTEM.

LT5: THE CITY COUNCIL, IN PARTNERSHIP WITH PUBLIC AND PRIVATE AGENCIES, WILL PURSUE ACTIVELY OPPORTUNITIES FOR THE DEVELOPMENT OF PURPOSE BUILT FACILITIES FOR EXHIBITIONS, CONCERTS AND CONFERENCES.

10.3.7 Given the nature, need for accessibility and prestige of the above facilities the optimum location for their development is the City Centre. However, these facilities require large site areas both for the buildings themselves and also for visitor parking and service areas. Sites within the City Centre which offer such potential are now largely committed to other development proposals - and scope is limited. The best alternatives are therefore in "satellite" City Centre locations - relatively close to the City Centre, with good connections to it, and with excellent accessibility to the regional transport networks. In meeting these objectives, a number of sites and locations can be identified which offer the best potential for the provision of major regional cultural, sporting and leisure facilities. The promotion of these sites can also aid urban regeneration in the locality, as well as providing general support to the City through improving its image, encouraging new investment and visitor spending, and helping the local economy through the creation of jobs. Any proposals should be assessed in terms of their impact on the viability and vitality of Harrogate Town Centre as a whole.

Elland Road, Beeston

10.3.8 In accommodating major sporting, cultural and tourism (including business tourism) facilities beyond the City Centre, land in the vicinity of the Elland Road stadium, Beeston presents a unique opportunity. This locality exhibits considerable potential due to its strategic location on the Regional Highway Network, its national recognition as a venue for sport, the scale of the available land, and the excellent transport links to the City Centre (where visitors can benefit from regional centre facilities). Therefore:

LT5A: LAND IN THE VICINITY OF ELLAND ROAD FOOTBALL STADIUM IS RESERVED FOR LEISURE AND TOURISM PROPOSALS WHICH WOULD ENHANCE THE REGIONAL AND NATIONAL ROLE OF THE CITY.

10.3.9 The Elland Road site comprises some 18.5 hectares and therefore has major potential as a location for some or all of the following: an exhibition centre, conference facilities and provision for indoor sports stadia. In the development of such facilities opportunities exist also for integration with enhanced local facilities for Beeston. Parking facilities adequate to meet

the needs of the area and all developments will be essential.

Other opportunity sites for major tourism, cultural, sporting and other leisure facilities

10.3.10 In the context of the strategies and initiatives of the UDP, a number of other locations and individual sites, also with good communication links and potentially extensive available land, offer potential for the provision of a variety of facilities for leisure and tourism, including cultural and sporting activities of differing scales. Therefore:

LT5B: PROVISION OF LEISURE AND TOURISM FACILITIES WILL BE SUPPORTED ON THE FOLLOWING SITES OR AREAS:

1. **STOURTON NORTH (ASSOCIATED WITH PROPOSALS E4.28 AND T17.1: 18.8 HA TOTAL AREA)**
2. **MIDDLETON BROOM/MIDDLETON PARK**
3. **PARLINGTON**
4. **ROYAL ARMOURIES, CLARENCE DOCK**
5. **DICK LANE, PUDSEY**
6. **BARROWBY HALL, GARFORTH**

10.3.11 The proposed site at Stourton has also been identified for employment use and park-and-ride facilities associated with the south Supertram line. However it could also be suitable for leisure and tourism developments, subject to determination of the balance of uses on the site. Opportunities exist also at Middleton Broom/Middleton Park to greatly extend the area and facilities of Middleton Park, provided that access and detailed site factors can be overcome. The provision of a major facility in this area would complement existing smaller scale leisure and recreation initiatives within the Middleton area.

Waterways Corridor

10.3.12 Focused upon the Leeds-Liverpool Canal, River Aire and Aire and Calder Navigation, the Waterways Corridor provides a focal point for tourism development and activity. In realising this potential the City Council has supported a joint strategy, the Tourism Development Action Programme (TDAP) centred upon the stretch of waterway between Kirkstall Abbey and Thwaite Mills. The objective of the TDAP has been to use the waterways to develop Leeds for city tours, short breaks and day trips and to strengthen its tourism base. In the context of initiatives for the Riverside, the development of the Tetley's visitor centre at Brewery Wharf will provide a major impetus to further developments and regeneration. Similarly, of major significance to the City, the Leeds Development Corporation and the City Council have been successful in attracting the new Royal Armouries Museum to locate at Clarence Dock.

10.3.13 Given the opportunities which have been realised, and the scope that exists to secure further tourism related initiatives reflecting Policy LT3 above, it is important to continue to recognise the strategic function of the Waterways Corridor for tourism, and for the general recreational needs of Leeds. The City Council will seek to co-ordinate and work in partnership with developers and public and private agencies to pursue opportunities for tourism within the Waterways Corridor.

10.3.14 Ensuring full pedestrian access along the river and canalside is a major objective, particularly important in the City Centre. Opportunities for developing cycle routes will be fully exploited. There is a commitment to supporting a major spur of the Trans-Pennine trail along the Waterways Corridor (Chapter 6, paras. 6.3.24 - 25, Policy T7). Discussions are being held with British Waterways to allow cycle access along the canal towpath.

10.3.15 Initiatives are currently underway to improve the quality of the River Aire to a good Class 2 status by 1995. The City Council will work in partnership with other agencies and bodies to ensure that these initiatives are successfully carried out. Various leisure developments may be appropriate along the Waterways Corridor which would help enhance its tourism potential. Subject to compliance with other planning policies, examples could include boat moorings, visitor centres, museums, hotels and refreshment facilities such as pubs, cafes and kiosks. Developments will be resisted or their scale limited in certain localities to protect environmental and residential amenity and avoid the creation of unsustainable patterns of development. The City Council will support the recreational use of the waterways for all appropriate water sports, compatible with the interests of nature conservation. Priority needs to be given to the whole extent of the Corridor within Leeds (i.e. not just the TDAP area). Particular opportunity exists within the Lower Aire Valley, which is identified within the Lower Aire Valley Environmental Improvement Strategy, now being progressed by the City Council (Chapter 5, para. 5.3.24). Accordingly:

LT6: THE TOURISM POTENTIAL OF THE WATERWAYS CORRIDOR WILL CONTINUE TO BE RECOGNISED. APPROPRIATE LEISURE DEVELOPMENTS WILL BE PROMOTED, AND PRIORITY GIVEN FOR ENVIRONMENTAL IMPROVEMENTS. IN CONSIDERING DEVELOPMENT PROPOSALS IN THE WATERWAYS CORRIDOR, THE LIKELY IMPACT ON TOURISM POTENTIAL WILL BE AN IMPORTANT CONSIDERATION.

LT6A: APPROPRIATE WATERWAYS RELATED LEISURE DEVELOPMENTS WILL BE SUPPORTED WITHIN THE LOWER AIRE VALLEY, IN PARTICULAR AT FLEET LANE, OULTON.

LT6B: THE CITY COUNCIL WILL SEEK WHERE APPROPRIATE TO SECURE FOOTPATH ACCESS AND PUBLIC RIGHTS OF WAY ALONG BOTH BANKS OF THE RIVER AIRE AND ITS MAJOR TRIBUTARIES, AND ALSO ALONG THE LEEDS CANAL SYSTEM, HAVING REGARD TO PUBLIC SAFETY AND NATURE CONSERVATION INTERESTS.

Hotel and visitor accommodation

10.3.16 In order to service the needs of visitors and to generate benefits for the local economy, a wide range of visitor accommodation is supported in principle:

LT7: THE DEVELOPMENT OF A WIDE RANGE OF VISITOR ACCOMMODATION WILL BE ENCOURAGED IN ACCORDANCE WITH THE DETAILED HOTELS DEVELOPMENT POLICIES CONTAINED IN APPENDIX 13 IN VOLUME 2.

10.3.17 Visitor accommodation represents a vital component of the tourism industry, and in order to service the requirements of a wide range of visitors, it is necessary to make provision for the appropriate type, quality, quantity and location of serviced and self-catering accommodation. In response to urgent development pressures the Leeds Hotels Development Policies contained in Appendix 13 in Volume 2 were devised and adopted following public consultation by the City Council in December 1990.

11. AREA BASED INITIATIVES AND REGENERATION

11.1 INTRODUCTION

11.1.1. The UDP's key strategic aim here is:

SA 7: to promote the physical and economic regeneration of urban Land and buildings within the urban areas, taking account of the needs and aspirations of local communities;

11.1.2. In recognition of the greater emphasis being given to local area and community planning at national and local levels, this chapter introduces area working as a key element of land use planning and regeneration in Leeds. This embraces strands of Government thinking as expressed in the National Neighbourhood Renewal Strategy, the Urban White Paper and anticipates the development plan system moving towards "Local Development Frameworks". Through this chapter, the UDP Review sets out to marry strategic vision for Leeds with local area working and set out guiding principles for land use change and management.

11.1.3. The aim is to take a holistic approach to community planning and regeneration reflecting the importance of social, environmental and economic interventions and partnership between service providers and relevant agencies. Involvement and ownership by local communities will be fundamental, and this will be assisted by the operation of the community planning structures of the Council. It will also be important to harness the investment potential of the private sector to secure improvements and inject confidence into excluded neighbourhoods.

11.1.4. The first part of this chapter sets out an explanation of area based planning and defines the areas for attention. The latter part of the chapter deals with regeneration, which is the most important strand of area based work.

11.2 THE NATURE OF AREA-BASED INITIATIVES

11.2.1 Planning for the needs of localities (action area planning, in the terms of the Government's proposals) must be a primary concern of the future development planning process. The area-based initiatives which are proposed by this UDP will not be of a single format – i.e. not "one size fits all" – but will need to differ to reflect the locality and the issues.

11.2.2 Some of the key principles and attributes of the new approach to locality-based planning proposed by the UDP will be as follows. Plans will be:

- **based on community involvement**
  plans need to address and resolve community issues. Communities - including local business and other public and voluntary bodies as well as residents - need to be helped to achieve ownership of both the planning process and the outcome (the plan). This may mean developing new partnerships and methods of working. Practical solutions need to be developed, which reflect what is possible (working to aspirations which are realistic) and responsible (delivering necessary tasks), and thus most probably also balancing possible tensions of local views with wider, possibly conflicting, strategic objectives;

- **focused on integrating actions**
  one of the Government's key objectives in changing the planning system is that planning should provide the spatial dimension to community planning. The LDF is intended to integrate with and deliver, in a spatial sense, the objectives of the Community Strategy – it will be anticipated in this respect by the proposals in this UDP Review. This spatial role is a crucial one, because it provides the basis for the essential holistic view of the needs and solutions for an area. Perhaps the key ingredient which the development plan can bring to the work of regeneration initiatives is that of providing an integrating, holistic over-view, which can co-ordinate the actions of all;

- **practically orientated**
  area plans need to deliver real outcomes and to avoid vague aspirations. Content of plans should reflect only what is necessary to deliver the required action. A key concern will be to minimise blight which can follow from uncertainty about the implementation of proposals. Where scheme delivery is contingent upon private investment, it will be important to involve developers in the drawing up of plans to ensure that they are commercially realistic.

- **flexible**
  circumstances change very rapidly. New initiatives and funding sources become available, and often a response is needed very rapidly - or else the opportunity is lost. Speed in the planning process will often be essential - the process must not be held back by counter-productive bureaucratic hurdles.

11.2.3 The purposes for which an action plan is prepared may differ widely, reflecting the issues in each area – and indeed the differing scales of the area in question. Nevertheless, some of the following principles will be relevant. The plan should provide:

- **an integrating device**
  - ensuring connectivity of action through identifying spatial relationships, for example linking initiatives on housing, employment and training and social inclusion;

- **a means of facilitating change**
  - a practical device to focus community involvement and debate
  - identifying areas of stability and of possible change, allowing the focus to be directed to the latter, to achieve regeneration
  - ensuring that the appropriate sequence (phasing) of projects can be developed and managed;

- **a physical strategy and vision**
  - guidance on design and physical form, in particular to:
  - promote identity, character and variety – to enhance the living environment and the quality of life
  - promote developments and environments which are inherently safer and more welcoming places to live
  - protect and conserve built and natural heritage
  - address, resolve issues and maximise benefits relating to major infrastructure or strategic initiatives (e.g. Supertram);

- **a means of ensuring that interventions are sustainable**
  - the holistic view of the issues must extend to consider not just the spatial, but the temporal. Achievements must not be short-term only, but must be conceived to endure, to achieve a lasting, sustainable, contribution. The UDP and Local Agenda 21 processes must work in conjunction, at the local scale.

11.3 PROPOSED AREA-BASED INITIATIVES

11.3.1 A considerable number of local initiatives, at many different scales, are already underway, or proposed, in the District. A number of categories can be identified, including:

- **comprehensive neighbourhood renewal**
  - comprehensive treatment for large areas of the City agreed as corporate priorities;

- **other neighbourhood regeneration**
  - focusing on community issues in a possibly extensive neighbourhood or locality; these do not have the same status as comprehensive neighbourhood renewal areas but may focus on a particular aspect of regeneration or offer opportunity for improvement;

- **area policy**
  - dealing thematically with specific issues relevant at a small area level (e.g. student housing);

- **town centres**
  - providing a focus for working with local partnerships or assisting in major development proposals to achieve regeneration or facilitate widespread improvements;

- **local communities**
  - providing a strategic context at a very local scale, e.g. through supporting the preparation of village design statements, village regeneration strategies, or town and parish plans; the communities themselves will normally lead such initiatives;

- **new communities**
  - providing a context for the development of wholly new residential communities.

11.3.2 Reflecting the principles discussed early in this Chapter, the form of the area-based initiative will differ in each case. The Comprehensive Neighbourhood Renewal Areas are established corporately through the Neighbourhood and Community Partnership and represent priorities for concerted action to achieve improvements in housing and environment, health and wellbeing, employment and business, education and skills, and community safety. The Comprehensive Neighbourhood Renewal Areas are designated as special policy areas where policies will be developed through Area Action Plans [AAPs] prepared in accordance with the UDP's strategy in Chapter 3, but their preparation will not be restricted by other policies in the Plan.

11.3.3 The Planning and Compulsory Purchase Act 2004 was enacted on 13 May 2004. Many of the area-based initiatives identified in Policy R1 will therefore be taken forward through the new system, under which the UDP will be replaced by the Local Development Framework (LDF). Policy R1 anticipates the new system in identifying areas where further, more detailed work is currently to be given priority.

11.3.4 PPS12: Local Development Frameworks (September 2004) and the Town and Country Planning (Local Development) (England)) Regulations 2004 both refer to Area Action Plans [AAPs] at paragraphs 2.17 - 2.19 and Section 7 respectively. AAPs will be Development Plan Documents (DPDs) and subject to examinations and binding reports by an independent Inspector. Amongst other purposes it is clear that AAPs are intended to include planning frameworks for areas of significant change. They will include such matters as the distribution of uses and site specific allocations. They will focus on the implementation and delivery of area-based regeneration initiatives and should deliver planned growth areas, stimulate regeneration, protect areas particularly sensitive to change and resolve conflicting objectives in areas subject to development pressures. A number of the areas identified below will require AAPs on this basis and Policy R1 provides the locus for progressing this work under the LDF system.

11.3.5 The existing policies and proposals of the Plan both at a strategic and site specific level, including those currently applying within a Policy R1 area, will be considered when AAPs are being prepared, to assess whether or not they remain appropriate for application within the area of each AAP. It

should be noted that the reference to “areas of significant change” and “site allocations” means that the AAPs may, where appropriate, advance new and different allocations from those currently identified R1 areas on the Proposals Map. It is not the Council’s intention that within the Lower Aire Valley existing identified employment areas should be restricted by Policy E7 in the opportunities they present to secure comprehensive regeneration and redevelopment. Existing allocations will remain in force until an AAP is adopted.

11.3.6 Some initiatives will be accomplished by preparation of plans or frameworks which will be adopted as Supplementary Planning Documents (SPD). SPD will be prepared in accordance with policies of the Plan, and amended in the light of public consultation, following the procedures set out in Government guidance. Once adopted, SPD will be a material consideration in determining planning applications. At this stage, an initial indication of the particular route to be followed is given, but this may change, since it will depend to a large extent on the outcome of the planning process in each case. Accordingly:

POLICY R1

THE FOLLOWING AREAS ARE DESIGNATED AS SPECIAL POLICY AREAS FOR THE PURPOSE OF SECURING COMPREHENSIVE NEIGHBOURHOOD RENEWAL:

- **LOWER AIRE VALLEY (AIRE VALLEY LEEDS)**
- **GIPTON**
- **HAREHILLS**

WITHIN THOSE SPECIAL POLICY AREAS, AREA ACTION PLANS [AAP’s] WILL BE PREPARED TO SECURE REGENERATION. AAP's WILL ACCORD WITH THE UDP’s STRATEGY IN CHAPTER 3 BUT THEIR PREPARATION WILL NOT BE RESTRICTED BY THE APPLICATION OF OTHER POLICIES OF THE PLAN.

DEVELOPMENT PROPOSALS THAT DO NOT ACCORD WITH THE PROVISIONS OF AN ADOPTED AAP WILL NOT BE SUPPORTED.

UNTIL AN AAP HAS BEEN ADOPTED, ALL RELEVANT POLICIES OF THE PLAN SHOULD BE APPLIED FOR DEVELOPMENT CONTROL PURPOSES.

POLICY R2

AREA-BASED INITIATIVES WILL BE UNDERTAKEN WITHIN THE CONTEXT OF THE POLICIES AND PROPOSALS IN THE UDP, IN ORDER TO ADDRESS AREA, NEIGHBOURHOOD AND COMMUNITY ISSUES. THE FOLLOWING AREAS ARE IDENTIFIED BELOW, AND ON THE PROPOSALS MAP, FOR ACTION:

OTHER NEIGHBOURHOOD REGENERATION
BEESTON & HOLBECK
SEACROFT
SWARCLIFFE
EAST BANK
HUNSLET
LITTLE LONDON

AREA POLICY
WIDER HEADINGLEY AREA OF HOUSING MIX
CITY CENTRE STRATEGIES - HOUSING, ENVIRONMENT
WATERFRONT STRATEGY
WYKEBECK VALLEY

TOWN CENTRES
OTLEY
MORLEY
WETHERBY
ARMLEY
PUDSEY
GARFORTH
HOLT PARK
SEACROFT
ROTHWELL
MIDDLETON
HALTON
HEADINGLEY
HORSFORTH

LOCAL COMMUNITIES
EAST KESWICK
BRAMHOPE
POOL
BARDSEY
ABERFORD
OTLEY
THORP ARCH VILLAGE
ALLERTON BYWATER
MICKLEFIELD
CENTRAL HEADINGLEY
FAR HEADINGLEY AND WEST PARK

NEW COMMUNITIES
HOLBECK URBAN VILLAGE

HERITAGE REGENERATION SCHEMES
MORLEY
HOLBECK
CHAPELTOWN

THIS LIST WILL BE KEPT UNDER REVIEW, AND ADDITIONAL AREAS WILL BE ADDRESSED AS PRIORITIES AND RESOURCES PERMIT.

DETAILS OF THE INITIATIVE ARE PROVIDED IN THE AREA AND SITE STATEMENTS IN SECTION III, WHICH IN EACH CASE IDENTIFY:

- PROPOSED APPROACH	**- INTENDED PURPOSE**
- ISSUES TO BE COVERED	**- PROCESS ENVISAGED**
- MAIN PARTNERS	**- LIKELY TIMESCALE**

11.4 AREA REGENERATION

11.4.1 Of the area initiatives identified above and listed in Policy R1, those associated with neighbourhood renewal represent probably the main priorities for action, and the main challenges needing to find new solutions. This reflects the clear Government, Regional, Local Strategic Partnership (the Leeds Initiative) and City Council priority emphasis towards securing “urban renaissance” and puts into practice the aims and objectives of the National Strategy for Neighbourhood Renewal. The remainder of this Chapter focuses on regeneration, and the specific contribution which the UDP will provide to tackling these issues.

11.4.2 Government policy is now clearly aimed at putting urban renaissance at the heart of urban planning and tackling urban decline. The Urban White Paper recommends that a holistic approach to regeneration be adopted, reflecting the importance of social and economic interventions as much as physical. Urban and Rural Renaissance is also a strategic theme in Regional Planning Guidance (RPG 12) published in October 2001. This encourages Local Planning Authorities to define ‘local regeneration zones’ within development plans to focus investment in areas of greatest need. At a more local level, regeneration is also the central theme of the Corporate Plan. The term “two-speed economy” has been coined to reflect the fact that, despite the overall economic success of Leeds, large sections of the population in Leeds suffer from severe problems of social exclusion and deprivation. A key priority in the Corporate Plan is to intervene in order to reverse these trends and prevent other communities from following the same pattern.

11.5 REGENERATION POLICY PRINCIPLES

11.5.1 Given that the problems of urban areas are complex and interrelated, the strategies to deal with them must also be interrelated. The strategic links with other regeneration initiatives have therefore been identified in determining how the UDP can contribute to this broader corporate effort. These 'linked' strategies principally concern housing, transport, the local economy and community safety.

11.5.2 In the context of the UDP, regeneration as an issue needs to be addressed in most aspects of land-use policy and is already at the heart of the adopted Plan. It will therefore continue to be a cross-cutting theme in the treatment of different policy areas in the Review. The emphasis should continue to be on managing physical change positively, facilitating sustainable development and adopting policies which would be useful to delivering this 'on the ground'.

11.5.3 A number of basic policy principles which assist the process of urban regeneration are identified in the adopted UDP and these will continue to be applied. These are summarised below:

Employment

- ensure that there is a range of employment sites, of the right size and quality, and in the right areas, to attract investment and create jobs.
- maintain a strong relationship between the location of homes and jobs, ensuring that new employment is easily accessible by modes other than the car.
- foster concentrations of employment in and around existing centres and key nodes of public transport accessibility.
- resist the loss of viable employment land uses, particularly those in and accessible to regeneration and renewal areas through the application of Policy E7. Policy E7 will not be applied as a constraint or to restrict preparation of appropriate land uses in AAP's, although this does not imply that these existing employment allocations or uses will necessarily change.
- strengthen the links between the development process and employment and training opportunities.

Focus on Existing Centres

- resist developments which would undermine the role of centres – City Centre, Town/District Centres, Local and Neighbourhood Centres protecting their viability and vitality.
- support in-centre developments which have a positive regenerative effect on the centre itself and on the local economy generally.
- support town and local centres which are under performing by the preparation of Town Centre Strategies and, where required, by land assembly.
- form local partnerships to secure town centre improvements.

Safety & Security

- ensure that all new development is designed to reduce opportunities for crime, particularly in regeneration and renewal areas.

- ensure that residential development complies with guidance "Designing for Community Safety" produced by the West Yorkshire Police.

Residential

- encourage housing development which assists regeneration and helps to diversify the social mix of neighbourhoods in regeneration and renewal areas. Student housing developments are one example of schemes which can contribute to the confidence and diversity of areas, providing they are suitably located - see also Policy H15A.
- use 'brownfield' sites before 'greenfield.'
- aim to achieve higher overall densities to minimise the use of land, subject to the particular needs of localities.
- ensure that housing is built in sustainable locations where access by other means than the car is achievable.
- endeavour to strengthen weak local housing markets.

Greenspace and Nature Conservation

- recognise importance of and protect environmental features, such as greenspace, in the regeneration and renewal areas where they add to quality of life or can contribute to regeneration
- continue a programme of work to improve the quality of greenspaces, using s.106 receipts and capital programme

Conservation/Listed Buildings

- identify aspects of heritage and archaeological interest in regeneration and renewal areas and utilise heritage, conservation and archaeology as a means of promoting regeneration

- protect historic and visual assets in the regeneration and renewal areas and support the use of formal schemes and partnerships, as well as private investment, to achieve enhancement

Design

- ensure that the design of new buildings, spaces and streets adds to the quality of urban living

Local facilities

- recognise and promote the contribution that sport and recreation, art, educational and similar facilities can make towards regeneration

Infrastructure-led opportunities

- recognise and promote the contribution that existing and new infrastructure can make to regeneration

Rural Areas

- support village services
- encourage a diverse rural economy that attracts new businesses compatible with their surroundings
- encourage competitive, diverse and sustainable farm businesses

11.6 REGENERATION TOOLS AND MECHANISM

The use of Compulsory Purchase Orders

11.6.1 The Council can make an important contribution to the regeneration of the District by using its legal powers to acquire land and property, either on its own behalf, or in partnership with a developer. CPOs can be used to improve the social, economic or environmental wellbeing of an area, providing that there is an overriding public interest in the proposed acquisition, and that compulsory purchase is pursued as a last resort, after attempts to acquire land through mutual agreement have proven impractical. It is recognised that, to enable regeneration activity to take place and to deal with neglected land and buildings which blight an area, it will sometimes be necessary for the City Council and other empowered agencies to pursue CPOs. They will be appropriate in the context of the regeneration strategy for the locality, which explains the rationale for the use (and acquisition) of land. They should be pursued in a transparent manner involving consultation with affected parties and justifications clearly set out, and the Council should do its best to mitigate disruption to landowners and businesses.

POLICY R3

THE COMPULSORY PURCHASE OF LAND (INCLUDING BUILDINGS) WILL BE PURSUED WHERE NECESSARY IN ORDER TO ACHIEVE REGENERATION BENEFITS FOR A LOCALITY WHERE THIS IS IN ACCORDANCE WITH AN APPROVED STRATEGY.

11.6.2 **General Improvement**

The Council has opportunity to pursue a range of local initiatives and improvements in order to enhance the “wellbeing” of the people of Leeds under the Local Government Act 2000. This aims to encourage innovation and looser joint working between local authorities and their partners, to

improve communities' quality of life. In pursuance of wellbeing, the Act enables local authorities to:

a. incur expenditure,
b. give financial assistance to any person,
c. enter into arrangements or agreements with any person,
d. co-operate with, or facilitate or co-ordinate the activities of any person,
e. exercise on behalf of any person any functions of that person, and
f. provide staff, goods, services or accommodation to any person.

11.6.3 In August 2003, the Government gave a general consent to local authorities for the disposal of certain land at less than the highest price. This is where an authority considers the purpose for which that land is to be disposed of is likely to contribute to achieving the promotion or improvement of the economic, social or environmental well-being of its area, provided the 'discount' does not exceed £2m.

POLICY R4

THE CITY COUNCIL MAY USE ITS "POWER OF WELLBEING" TO ASSIST INITIATIVES WHERE THESE FORM PART OF AN APPROVED REGENERATION STRATEGY

Training & Pathways to Employment

11.6.4 An important opportunity exists to connect the development process with employment and training initiatives. As major construction projects can generate employment and training opportunities for local people, links with developers are needed to facilitate the take up of jobs by local people and to connect training to required skills. The Council, as well as partner agencies, are able to provide tailored packages for individual development schemes. Developers of appropriate schemes will be expected to show that they have investigated the potential to offer employment and training to local people and developed suitable arrangements for provision in practice.

POLICY R5

OPPORTUNITIES WILL BE SOUGHT TO SECURE APPROPRIATE EMPLOYMENT AND TRAINING ASSOCIATED WITH THE CONSTRUCTION AND SUBSEQUENT USE OF DEVELOPMENTS, WHICH CAN ASSIST DIRECTLY IN MEETING THE EMPLOYMENT AND TRAINING NEEDS OF RESIDENTS IN THE CITY

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12. ACCESS FOR ALL

12.1 INTRODUCTION

12.1.1 The planning system cannot seek to resolve conflicting land use issues whilst ignoring social considerations. The Sex Discrimination Act 1975, the Race Relations Act 1976 and the Disabled Persons Act 1980 address discrimination on the grounds of sex, race and disability and the UDP seeks to embody the wider Equal Opportunities approach of Leeds City Council. In general terms this means making sure that all sections of the community have the chance to influence and benefit from the planning system. The plan aims to improve accessibility for all, stimulate environmental, economic and social improvements and reduce crime through good design. Where appropriate the Council will seek planning obligations to ensure that the beneficial impact of development is felt by all sections of the community.

12.1.2 The UDP's strategic aim is thus:

SA8: To ensure that all sections of the community, irrespective of income, disability, age, race, religion, gender, travelling way of life, caring responsibility or place of residence have safe and easy access to housing, employment, shops, social, community and leisure facilities, places of worship and other necessary facilities, by maintaining and enhancing the current levels of provision in appropriate locations.

12.1.3 Disadvantaged groups by definition suffer more than their fair share of problems. By reason of poverty, discrimination, where they live, the disabilities and lack of mobility they may have, they face particular disadvantages in getting jobs, goods and services. Throughout the Plan, the maximum effort possible is directed to overcoming these disadvantages. Policies are designed to reflect the equal opportunities approach of the City Council, and to address the specific needs of women and young people, and of disadvantaged groups including people on low incomes, elderly people, the unemployed, people with disabilities, ethnic minority groups, travellers and travelling show people.

12.1.4 The approach adopted by the Leeds UDP is reflected in the following general policy:

A1: PRIORITY WILL BE GIVEN TO NEEDS OF THOSE GROUPS IN THE COMMUNITY WHICH ARE RELATIVELY DISADVANTAGED IN THEIR ACCESS TO FACILITIES BY:

i. ALLOCATION OF RESOURCES AND DEVELOPMENT OF PROGRAMMES FOR ACTION; AND

ii. OPERATION OF PLANNING POLICIES, IN PARTICULAR GIVING PRIORITY TO PROVISION AND SITING OF NEW COMMUNITY AND SOCIAL FACILITIES, AND RETENTION AND ENHANCEMENT OF EXISTING FACILITIES, IN AREAS WITH POOR ACCESS TO FACILITIES, AND IN LOCATIONS ACCESSIBLE TO ALL SECTIONS OF THE COMMUNITY.

12.1.5 Responsibility for providing new and improving existing local community facilities resides with a number of agencies, including the City Council. Provision is mainly governed by the availability of finance and by the context set by City-wide needs and priorities. Identification of specific needs and earmarking of sites represent a level of detail outside the scope of this Plan, with the exception of certain school sites, considered in para. 12.4.1 below. Site reservation will be carried out within the local policy framework set by this Plan through site searches in existing built-up areas and planning briefs for new development areas as soon as financial resources become available. Where appropriate by negotiation on private development proposals planning obligations will be used as a means of improving local provision.

12.1.6 The method adopted in this Revised Draft Plan should be made very explicit. The consideration of problems and their solutions is not compartmentalised, and treated in isolation, within a single Chapter such as this. Instead, the UDP bases its approach on tackling as far as possible the issues throughout the Plan, and developing the most effective strategy towards alleviating disadvantages as an integral part of each relevant Plan policy.

12.1.7 The purpose of this Chapter is therefore to bring together and relate the many elements of the UDP which are directed at reducing inequalities and disadvantages, and to demonstrate the co-ordinated nature of the approach. In addition, aspects of community facilities provision not otherwise directly covered in the Plan are considered: provision for new schools and hospital facilities, and general aspects of safety and security.

12.2 MAIN STRATEGIC THEMES

12.2.1 The importance of ensuring the greatest possible accessibility of all sections of the community is a fundamental principle underlying the policies defined in the other Chapters.

12.2.2 One of the most important themes within the UDP's strategy for the environment (Chapter 5) concerns the protection and enhancement of greenspace and corridors within the main urban areas. This improves the quality of life for everyone, but particularly those in the densely populated parts of the inner areas, where many disadvantaged groups or people live. The needs of children, in terms of safe play spaces for infants and playing fields for all ages, are particularly stressed. In addition, the UDP supports the approach of the Nature Conservation Strategy in promoting Leeds Nature Areas, which are by definition located so as to be as accessible as possible to large sections of the community who would not otherwise have the opportunity to experience and appreciate nature first hand.

12.2.3 The UDP's approach towards transport (Chapter 6) supports that of the Transport Strategy, and is concerned with improving accessibility for all in its widest sense. The emphasis on improving public transport, extended pedestrianisation, better management of traffic to protect the environment and improve safety, and the construction of new roads to help remove through traffic are all designed to assist disadvantaged people, particularly those less mobile by reason of age or disability. The strategic approach adopted to relate land uses to the improved transport system to reduce the need to travel especially helps immobile and poor people.

12.2.4 The main components of the UDP strategy for housing concern the scale of land identified for housing and its location. More specific policies are also included which are directly orientated to meeting social housing needs - these are considered below. The scale of provision (Chapter 7.2) is based on meeting the potential need for homes from all households likely to form in the District (and thus reflecting societal changes, and objectives such as the reduction of overcrowding and sharing). The distribution of new land for housing (Chapter 7.4) is guided by the fundamental objective of meeting needs locally, an "equitable" approach which should help reduce the need to move significant distances to find housing - a benefit for all, but especially those on lower incomes.

12.2.5 The strategy for the local economy is based on a similar principle of attempting firstly to ensure that support is given to a growing and changing economy (and thus assisting the creation of more employment). Secondly, it seeks to ensure a distribution of new land (Chapter 8.5) that as closely as possible matches the places where the workforce actually lives, thus seeking to increase local job opportunities. Priority for renewal initiatives is given to the inner areas and the coalfield communities.

12.2.6 Support for the maintenance and enhancement of the existing pattern of shopping centres is the essential basis of the strategy for shopping developments (Chapter 9), for the primary reason that these centres are and will remain the locations most accessible to all sections of the community, especially those without access to a car. Support is given for local shops for the same reason.

12.2.7 The objectives of the strategy for leisure facilities (Chapter 10.2) is also fundamentally orientated towards the provision of facilities (and the retention and enhancement of existing facilities) in locations accessible to all sections of the community.

12.2.8 The approach to urban regeneration (Chapter 11) is to attempt to direct regeneration action and investment to identified parts of the inner urban areas and Coalfield settlements, and to co-ordinate action within the areas of greatest need. Clearly these areas and their residents suffer the most disadvantages within the City.

12.3 POLICIES DIRECTED AT SPECIAL NEEDS

12.3.1 The UDP strategy in its component parts is thus directed very much toward reducing inequalities and helping disadvantaged sectors of the community. In addition many specific policies are included which address particular needs, which are summarised here.

12.3.2 Relevant policies include:

N2 minimum standards of access to greenspaces, including the needs for local amenity space, including children's play areas and local recreational areas;

N3 residential areas where there is a priority to secure additional greenspaces;

N12 urban design policies, including design standards to meet the needs of disabled people, to improve personal security and to create a more welcoming and accessible environment;

T2, T5 establishing accessibility by public transport and for pedestrians as material considerations in determining development proposals;

T4 promoting further pedestrianisation schemes;

T6 specific requirements for the access needs of disabled and less mobile people;

T8 seeking to remove industrial traffic from sensitive areas;

T9 support to public transport, to improve general levels of accessibility to facilities, for all sections of the community;

T12-14 Supertram proposals

H9 seeking to ensure a balanced provision of housing to meet the needs of elderly people, those with disabilities, households on low incomes and students;

H10 housing needs of elderly and disabled people;

H11-14 affordable housing for people on low incomes;

H15 student housing needs;

H16 the needs of travellers;

H18, H19 guidance on houses in multiple occupation;

H20A&B guidance on residential institutions;

H21 provision of facilities and greenspace in new housing developments;

S8, S9 local shopping needs;

LT1 provision of leisure facilities;

R1, R2 priorities for regeneration initiatives.

12.3.3 In addition to the specific policies in the preceding Chapters of the Revised Draft Plan, Chapter 13 following, on the City Centre, contains a strategic approach and specific policies, which address the design of the Centre and its spaces (Chapter 13.4) and the general accessibility of and movement within the Centre (Chapter 13.5). In both cases the needs of all sections of the community are considered in detail, including such matters as specific design requirements and general use of the Centre.

12.4 NEW SCHOOL PROVISION

12.4.1 A number of allocations made for replacement school sites in adopted Local Plans are carried forward as proposals within the UDP. In addition, several proposals reflect existing commitments or relate to provision to cater for proposed additional housing in the locality. Section III (and where appropriate the corresponding Appendices in Volume 2) provide further details. Accordingly:

A2: LAND IS ALLOCATED FOR NEW SCHOOLS AT THE FOLLOWING LOCATIONS:

1. **PARK AVENUE, RAWDON**
3. **FEARNVILLE, GIPTON**
4. **GIBSON LANE, KIPPAX**
5. **MICKLEFIELD (RELATED TO PROPOSALS H4(13), H4(14))**
6. **GLEN ROAD/TOPCLIFFE, MORLEY**
7. **LEEDS RD, LOFTHOUSE**
9. **CLUB LANE, RODLEY**
10. **MANOR HOUSE FARM, CHURWELL**

SUBJECT IN EACH CASE TO DETAILED SITE REQUIREMENTS CONTAINED IN THE AREA AND SITE STATEMENTS IN SECTION III.

12.5 HEALTH FACILITIES

12.5.1 Within the District as a whole, most communities have ready access to a hospital facility locally or have good transport links to the LGI in the City Centre. However, in the case of South Leeds, there is no local facility, and communities have to rely on unacceptably difficult journeys to the City Centre and to Wakefield.

12.5.2 Whilst provision of hospital facilities is a matter outside the direct influence of the City Council and the UDP, the Council is continuing to press for a new South Leeds Hospital.

12.6 COMMUNITY USES

12.6.1 In common with other development proposals places of worship, day centres and other specialist community uses will be assessed against material land use considerations only, as set out in Policy GP5.

12.7 SAFETY AND SECURITY

12.7.1 Safety and security in the community and of the individual have become increasingly important with rising levels of crime. The planning process can make a positive contribution to improving safety and security by ensuring that these elements are properly designed into schemes for new buildings and spaces. These matters require implementation at a detailed level but the UDP has a role in setting the objectives and context for this issue to be progressed. At a general level, the City Council is concerned to establish a partnership approach to crime prevention and reduction, and to that end is developing a community safety strategy.

12.7.2 It is an unfortunate fact that people often feel threatened by their environment, especially at night, for example because of inadequate lighting, a lack of effective signage, poorly maintained and litter strewn streets, an absence of activity or, in some cases the presence of an intimidating activity, and urban design that has resulted in the creation of confined and unpleasant spaces. The issue probably has its highest profile in the City Centre where there is a concentration of night time activity.

12.7.3 As Chapter 13 on the City Centre discusses, an integral element in the promotion of Leeds as a major European city is the life and vibrancy of the City Centre, and its usage for a wide range of activities throughout the 24 hour day. To achieve this objective people must feel safe and confident about their journey through the suburbs to and presence in the City Centre. Many people, especially women, feel particularly vulnerable at the point at which they leave or take private or public transport and, with rising levels of thefts from and of cars, car parks can often be intimidating places. Therefore, bus and rail stations, car parks, bus stops and taxi ranks should be well designed and lit to provide a comfortable and safe environment.

12.7.4 Lighting throughout the City Centre is an important issue and one for which the City Council commissioned consultants to prepare a lighting framework and strategy ("Vision for Leeds"). The strategy considers a range of matters including the floodlighting of major buildings, car parks, pedestrian routes between car parks and centres of activity, and the lighting of major streets and the yards and arcades, all of which will contribute to improving safety and security.

12.7.5 In many residential areas improved public lighting, in quality and quantity, would help create a better night time environment, thus reducing residents' fears about venturing out after dark, and contributing to crime prevention. Road lighting itself has a major role to play in accident prevention, and continued efforts will be made to identify locations where significant accident savings would be possible as a result of lighting improvements.

12.7.6 However, in spite of technological advances and the use of energy efficient fittings, these improved levels of lighting would increase energy consumption and running costs. As such they conflict with the City Council's broad energy conservation and financial objectives, but are nevertheless supported as exceptions to these objectives, in pursuit of improved safety and security for a significant number of people.

12.7.7 The design of new buildings, the relationships between buildings and the design and landscaping of urban spaces should pay attention to the need to ensure that people feel safe and secure in their environment. Where pedestrian routes rely on narrow or confined spaces then these should be associated with non-threatening activities, well designed and lit to a high

standard. The now all too familiar dark and threatening subway which is a deterrent to pedestrians should be eliminated.

12.7.8 Maintenance requirements are also important both at the design stage and following the completion of new schemes to ensure that the environment continues to be safe and secure. For example, the proper installation of essential services beneath roads and footways and the designing of access arrangements within surface treatments would avoid the need for regular excavation and temporary surfacing which often provide hazards to pedestrians and disabled people. Continued maintenance of all aspects, for example street cleansing and refurbishment, and effective management are essential in providing a safe, secure and welcoming environment.

12.7.9 All proposals will need therefore to take account of safety and security considerations, reflecting the terms of the following Policy:

A4: DEVELOPMENT AND REFURBISHMENT PROPOSALS SHOULD BE DESIGNED TO ENSURE A SAFE AND SECURE ENVIRONMENT, INCLUDING PROPER CONSIDERATION OF ACCESS ARRANGEMENTS, TREATMENT OF PUBLIC AREAS, SERVICE AND MAINTENANCE REQUIREMENTS, MATERIALS AND LIGHTING, INCLUDING EXTERNAL LIGHTING OF PROMINENT BUILDINGS AND THEIR SURROUNDINGS.

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13. CITY CENTRE

13.1 INTRODUCTION

The current role of the City Centre

13.1.1 The City Centre is the prime source of wealth and jobs in Leeds District. It also serves as the Regional Centre for a variety of functions, for example commerce, administration, law, medicine, education, culture and entertainment, and transport. This regional role is one which has gradually increased over many years. Amongst its many functions, the City Centre serves as the regional shopping centre with over 400,000 sq m. (net) of retail floor space, which serves an area far wider than the boundary of Leeds District. It is the regional base for many legal and financial firms, as well as being the home for national companies such as Yorkshire Bank and Leeds Permanent Building Society. The City Centre also contains two Universities (Leeds University being one of the largest in the country), various colleges, a major teaching hospital, regional TV and radio studios, Crown and County Courts, and the newest regional theatre in the country.

13.1.2 The City Centre is the focal point of the whole District. The continued wellbeing and prosperity of the City Centre is crucial to the economic health of the whole City. Its attractiveness and good environment are important for the quality of life of people who live and work in and visit the District, for the image of the whole District and to attract further investment to the District. The City Centre is also the transport hub of the City, and continued good accessibility into and around the City Centre is fundamental to the functioning of the District as a whole.

The future direction for the City Centre

13.1.3 The City Council's vision for Leeds was discussed in Chapter 2. The future of the City Centre is clearly fundamental to the aim of Leeds becoming one of the principal progressive cities of Europe. The Economic Strategy (paras. 2.4.7-8 above) contains amongst its principal objectives Leeds becoming over the next ten years a major European city, developing a successful City Centre renowned for its attractive environment, becoming one of Europe's major business centres and a major social and cultural centre. As part of the European Community, Leeds needs to look beyond its traditional regional role, to seek increasing national and international recognition which will ensure its continued economic, social, cultural and environmental success.

13.1.4 The City Centre, as focal point of the whole City, is vital to the promotion of European City objectives. Indeed, one mark of the European style of civilisation is the concentration of civic, cultural and commercial life in city

centres, in a manner and style related to the individual and not to the car. A number of characteristics of a European City will need to be encouraged within the City Centre, to advance this, and these are encompassed by the objectives in the UDP City Centre Strategy (para 13.1.8 below). Key characteristics include a dynamic and progressive business and finance centre creating major employment opportunities and promoting Leeds as a European business centre. The City Centre should also be "people friendly". An excellent environment is fundamental, containing attractive buildings (new and old), a network of attractive and functional public spaces, a safe and crime-free pleasant pedestrian environment with a network of pedestrian routes, and an attractive riverside. The City Centre should also be accessible for all, with a good public transport system and good access facilities for disabled people. Extraneous traffic should be excluded from the heart of the City Centre, but vehicles which need access should be able to enter and leave efficiently.

13.1.5 Other characteristics include a full range of leisure, social, cultural and shopping facilities to bring life and vibrancy into the Centre and attract residents and visitors throughout the day. The success of educational establishments such as the two Universities is important as part of this, and in enhancing the City's academic, business and cultural reputation. City Centre housing is also a key element to bring life into the City Centre. These elements together produce a European style City Centre, easily accessible to all, containing an overall mix of uses, and where people enjoy living, working and visiting.

13.1.6 Already there are major initiatives under way which are promoting the City Centre to national significance. Recent decisions by the Departments of Health and Social Security to relocate their headquarters from London to the City Centre, and the proposal to create a new Royal Armouries Museum, illustrate its growing importance. Environmental and transport initiatives such as the major renewal and enhancement of the City Centre pedestrianised core and the Supertram proposals should further enhance the attractiveness and contribution of the City Centre in this wider context.

UDP strategic objectives for the City Centre

13.1.7 Reflecting this intent, the UDP's strategic aim for the City Centre is summarised as follows:

SA9: to promote the development of a City Centre which supports the aspiration of Leeds to become one of the principal cities of Europe, maintaining and enhancing the distinctive character which the Centre already possesses.

13.1.8 This strategic aim is further elaborated and focussed in the following objectives:

i. **to secure a high quality City Centre environment** through high quality new development; conservation of the better existing buildings; provision, retention and enhancement of public spaces; and the management and enhancement of existing environmental quality;

ii. to reinforce the existing distinctive character and personality of the City Centre, which gives it a sense of place and sets it apart from other city centres;

iii. **to secure a more vibrant City Centre**, with more people living in the Centre itself, and with an improved quantity and quality of cultural and leisure facilities, in which life and activity continue throughout as much as possible of the 24 hour day;

iv. **to strengthen and support the growth of employment uses**, particularly in the business, shopping and leisure sectors, in a way which respects the City Centre's character;

v. to identify and promote the main development opportunities;

vi. **to provide a focus accessible to all the community** of major employment, shopping, social and leisure facilities;

vii. **to improve safe and secure access for all to and within the City Centre**, by public transport, car, cycle, and on foot (and with particular reference to the needs of disabled people), through land use policies, transport improvements and other improved linkages.

13.2 STRATEGIC PLAN FOR THE CITY CENTRE

13.2.1 The Plan adopts an approach towards meeting those objectives which is developed in Chapter 13.3 - 13.7 following. The main components are summarised in the following UDP strategic principle:

SP8: The role of the City Centre will be enhanced by:

i. a planned approach to the expansion of Centre uses within a defined City Centre boundary;

ii. an environmental strategy concerned with improving urban design, and provision and enhancement of linked public spaces;

iii. transport improvements within the West Yorkshire Local Transport Plan (WYLTP);

iv. provision for primary land-use activities;

v. a broad land use approach involving mixed uses within a "Quarters" philosophy.

13.2.2 In more detail, this approach can be outlined, and linked to the preceding objectives, as follows:

i. Planning the growth of the City Centre
(Chapter 13.3: objectives 2, 4 and 5)

Management of the growth and change of the City Centre is a major objective of the UDP. Increasing the national and international stature of the City Centre does not necessarily mean major expansion: it is the quality as much as the quantity of development which will secure these objectives. Nevertheless, as the first step in planning sensibly for the future of the Centre as a whole, it is necessary to examine the likely future extent of the Centre, and to define a boundary within which the City Centre policy approach will operate. The main pressures are to the south, where developments related to the City Centre are already focusing, and where planning policy has been directing growth in recent years. Smaller boundary extensions are suggested to the north, east and west;

ii. Environmental Strategy
(Chapter 13.4: objective 1, 2 and 3)

Developing an environmental strategy for the City Centre which supports Leeds aspirations for European recognition. The strategy considers first urban design, identifying principles to encourage new building of lasting quality and innovative design, whilst retaining the distinctive character of Leeds. Secondly public spaces are considered, to develop an approach to the appearance and treatment of space between and around buildings, to promote a network of linked spaces which truly give priority to the pedestrian within a safe and secure environment;

iii. City Centre Transport Strategy
(Chapter 13.5: objectives 6 and 7)

The UDP's main role is to support the Transport Strategy's approach towards the improvement of overall accessibility to and within the City Centre for all, whilst ensuring improved safety for transport users and pedestrians, and improved environmental quality. The UDP's purpose is to develop a land-use strategy which responds to the Transport Strategy proposals; provide a complementary environmental and development strategy; integrate the use of planning obligations in the achievement of the

Strategy; and make specific proposals where necessary (for example in the case of car parking);

iv. Primary activities
(Chapter 13.6: objectives 4 and 5)

The implications of the UDP Strategy developed in each of the preceding topic Chapters is assessed, to identify the future land requirements for each of the primary land use activities, and to define a strategic approach within the City Centre;

v. Quarters: the proposed broad land use approach
(Chapter 13.7: objectives 2, 3, 4 and 5)

The strategy seeks to achieve a flexible approach capable of dealing with the considerable future uncertainties surrounding the development of any major city. The main objectives are to achieve a greater mix of uses throughout the City Centre, to avoid the creation of large single use areas which may be 'dead' at certain times of the day, to contribute to a livelier and more vibrant City Centre at all times, to ensure adequate provision of supporting uses and to provide variety in use and built form. At the same time, the Plan accepts that there are advantages for business and services, and their customers, in the concentration of particular types of broad use.

The approach proposed is to seek to achieve the advantages of some concentration, but with an increased variety of use across the City Centre. The well established main land uses form the basis for the identification of "**Quarters**", in which these uses will be encouraged as the principal use. However, other uses, ancillary to the principal use will also be sought to serve the principal use and also to provide greater variety and life in the Centre. Principal use quarters are identified for prime office, prestige development, prime shopping, entertainment, Civic, hospital and education uses. A Riverside Area is also identified, where no one land use will dominate. This area will especially be expected to contribute to the life and variety of the City Centre.

Planning obligations in the City Centre

13.2.3 General Policy GP7 states the intention of the City Council to pursue the use of planning obligations in appropriate circumstances, to secure economy, efficiency and amenity in the development and use of land, having regard to the interest of the local environment and other planning considerations. Para 4.5.7 lists examples of community benefits which will be pursued through planning agreements in the District generally.

13.2.4 In the City Centre, development will have a cumulative impact in terms of effects on the environment, traffic and transport implications, and the use of and demand for community facilities, through the generation of employment, and attraction of visitors and shoppers in the City Centre. For example, the cumulative impact of schemes generating jobs in office development in the City Centre will be to generate increased commuting (particularly by car) in a situation where congestion is already a problem. Development also will increase pressure on the City Centre environment, for example on existing public spaces where a shortage of spaces is evident, and generate a need to secure environmental improvements. Similarly, there will be a requirement for further community facilities which are in short supply. Consequently it will be appropriate where City Centre development is likely to generate further employment within, or visits to, the City Centre, to pursue planning obligations in accordance with Policy GP7 which conforms with Circular 05/2005. For these reasons, there is a justification for seeking contributions, in the form of specific works, or to a particular fund, within the context of the UDP's overall strategic initiatives. Accordingly:

CC1: WHERE CITY CENTRE DEVELOPMENT PROPOSALS WOULD NOT OTHERWISE BE ACCEPTABLE AND A CONDITION WOULD NOT BE EFFECTIVE, A PLANNING OBLIGATION WILL BE NECESSARY FOR PLANNING PERMISSION TO BE GRANTED. WHERE IT WOULD BE RELEVANT TO THE DEVELOPMENT PROPOSED THE CITY COUNCIL WILL SEEK TO CONCLUDE A PLANNING OBLIGATION TO:

i. ACHIEVE OR CONTRIBUTE TOWARDS SPECIFIC ELEMENTS OF THE TRANSPORT STRATEGY, ENVIRONMENTAL IMPROVEMENTS OR COMMUNITY FACILITIES, INCLUDING PROVISION OF AN ACCEPTABLE BALANCE OF USES IN MIXED USE DEVELOPMENTS, OR

ii. MAKE A PROPORTIONATE FINANCIAL CONTRIBUTION THROUGH COMMUTED PAYMENTS, TO BE USED BY THE CITY COUNCIL TO SECURE ELEMENTS OF THE TRANSPORT STRATEGY, ENVIRONMENTAL IMPROVEMENTS OR COMMUNITY FACILITIES.

ANY OBLIGATIONS MUST COMPLY WITH THE TESTS SET OUT IN THE FINAL SENTENCE OF POLICY GP7.

13.2.5 The following funds are relevant. The lists of community benefits are not intended to be exhaustive, as the need for types of benefits may alter through the Plan period, as some are achieved and other new needs arise:

a. Transport Strategy Fund

- public visitor/shopper car parking;
- park-and-ride facilities (in locations outside the City Centre, in accordance with Policies T16 and T17);
- improvements to public transport system infrastructure;
- improvements to highways;
- provision and improvement of cycle routes and facilities;

b. Environmental Improvements Fund

- new and enhanced pedestrian routes;
- public space provision and enhancement;
- maintenance of small areas of public space principally of benefit to the development;
- improvements to the pedestrian environment, e.g. hard and soft landscaping, street furniture, street lighting (including measures to improve personal safety and security);
- measures to enhance nature conservation and amenity;

c. Community Facilities Fund

- improvements to access and mobility/facilities for disabled people;
- public toilet and crèche facilities;
- recycling facilities;
- housing.

Central Business Area District Plan, 1982

13.2.6 The previous statutory development plans for the City Centre were the Central Business Area District Plan, adopted in 1982, together with Leeds Review Plan, adopted in 1972. The Leeds UDP supersedes in entirety the provisions of these plans for the City Centre area defined in the UDP, and no policies or outstanding proposals remain to be carried forward by the UDP, with the exception of those office proposals incorporated in the UDP through Policy CC20 below (para. 13.6.6). In this respect the City Centre area differs from the other Local Plan areas in the District, and

thus there is no equivalent Appendix in Volume 2 covering carried forward or deleted existing local plan proposals for this area.

13.3 PLANNING THE GROWTH OF THE CITY CENTRE

13.3.1 Within the context of the strategy to promote the national and international stature of Leeds, increased land demands will continue to arise from individual land uses seeking City Centre locations, together with their necessary supporting infrastructure. One important implication of this is the inevitable continued outward growth of the City Centre. City Centre uses have now spread to fill to a large degree the existing City Centre boundary defined in the previous Local Plan (Central Business Area District Plan 1982), and in many places development and interest have spread beyond that boundary. To ensure a co-ordinated approach to the planning of the City Centre, the boundary within which City Centre policies will operate needs to be redefined to accommodate these changes, and to provide a framework for future development.

13.3.2 The significance of planning for the controlled expansion of the Centre reflects also the importance of the existing character of that Centre, which is a major concern of the Environmental Strategy considered in the next section (Chapter 13.4). It is the special character of Leeds which is likely to be its major asset in the achievement of the long term objectives for the City. New development must not destroy this major asset: development which is sympathetic to and enhances the Centre should be the objective - which effectively rules out most large scale intensive redevelopments in the City Centre. This approach in itself implies that growth of the Centre will be required, providing for development needs whilst retaining and enhancing the existing unique character of the City Centre through conservation and sympathetic redevelopment in the core of the Centre, and through significantly greater public space provision, and better use of and linkages between existing public spaces.

13.3.3 The combination of these factors means that the effective area occupied by City Centre uses will need to be expanded. It is clear from existing levels of development pressure that the City Centre will continue to be the main focus of development interest for the Plan period. Furthermore, there are inherent advantages in seeking the continued concentration of City Centre activities, as the earlier chapters discussed, particularly for prime office, retail and entertainment uses. Inevitably the City Centre will remain the place most accessible to all in the District. Improvements to the general level of accessibility to facilities can thus best be achieved through their concentration around the main transport focus in the District, supporting further improvements to the transport system.

13.3.4 Consequently, to best meet the overall objectives of achieving a City Centre of international status, the Plan seeks to ensure that the advantages of one consolidated centre can be achieved, rather than by dispersing important City Centre functions around the District or to

alternative sub-centres. However, a sensitive balance will be required to ensure that these continued advantages of concentration and consolidation will result, whilst at the same time achieving environmental objectives for the City Centre which retain its overall unique character.

13.3.5 The approach taken by the Plan proposes:

a. consolidation of the City Centre, with directed expansion of the Centre to accommodate future growth and development pressure from the principal City Centre uses;

b. limited accommodation for other secondary uses which do not functionally require a City Centre location, helping to relieve development pressures in the Centre;

c. a strong Environmental Strategy, to ensure that the existing City Centre core will be positively enhanced, and will not suffer detrimentally from any new development pressures.

City Centre Boundary

13.3.6 City Centre activities have already largely filled the area of the previously defined Central Business Area adopted in 1982, particularly in the Meadow Lane/Victoria Road, Park Lane/Kirkstall Road, Lovell Park Road and Quarry Hill/Kirkgate areas. A new boundary is consequently necessary to accommodate City Centre-related development throughout the Plan period, to identify the area which is devoted primarily to City Centre activities, and to which the strategy for the City Centre will apply so that City Centre uses can be managed in a comprehensive and consistent way. The proposed boundary thus includes several new areas which have a close relationship to the core City Centre in physical, economic, social and transport terms.

13.3.7 The definition of the boundary by the UDP is intended to:

(i) provide an identity for a variety of purposes, including public recognition of an area of the District as the City Centre in which City Centre uses are found and where there is potential for further City Centre-related activities;

(ii) allow consistency of application of planning policies within the defined area. The City Centre is distinct in many respects from the rest of the City, and needs separate policy treatment;

(iii) help in producing an overview of the City Centre and its future growth, allowing the Centre to be seen as a whole;

(iv) give certainty to developers and others who will be able to find relevant planning policies, statements and advice in one place;

(v) help in steering and influencing development decisions, for example to promote or advocate development in certain parts. At the same time, it could also discourage development elsewhere, e.g. outside the boundary, by applying more restrictive policies;

(vi) provide a means of regulating the scale and pace of land releases for specific uses identified in the Plan.

13.3.8 In defining the boundary, care has been taken to ensure the City Centre does not become so big as to lose its cohesiveness and all the advantages of compactness, and to ensure that the 'City Centre' is a concept easily read and with which everyone can identify. The boundary has been kept as clear cut as possible, relating where possible to the main physical features, e.g. motorways and railways:

CC2: CITY CENTRE POLICIES WILL APPLY WITHIN THE AREA OF THE DEFINED CITY CENTRE BOUNDARY.

13.3.9 In terms of the existing approved CBA District Plan boundary, this results in the following additions:

Elmwood Lane: a recent northwards expansion of the City Centre boundary containing the new Leeds Permanent Building Society HQ;

Regent Street: another northwards expansion to include a number of larger scale retail uses, the Leeds College of Building, new office development and interest to provide more;

Marsh Lane Goods Yard: a major opportunity with interest for prestige developments, and eastward expansion of the City Centre, linked to major transport investments (a possible future eastern line of the Supertram, rail and the Inner Ring Road);

Clarence Dock: the location of the new Royal Armouries Museum, with a large range of associated City Centre-type uses including major office development, specialist retail, hotel and other leisure uses;

Tetley and Yorkshire Chemicals: major industrial uses which are unlikely to relocate. The retention of their presence and employment is an important objective. However, in view of other City Centre uses surrounding these industrial uses, it would be unrealistic to omit them from the City Centre;

Crown Point Retail Warehouse Park and Prestige Development Area: southward expansion of the City Centre appropriate for, and already attracting major office proposals and developments. Includes Crown Point Retail Warehouse Park;

Holbeck/Marshall Street: a historically important area, containing a

recently designated Conservation Area, and already experiencing office development interest. It could be attractive for heritage-based uses (including an urban heritage park);

West Street/Burley Street area: already a westward expansion of the City Centre with new office and student housing developments and proposals, and including the Park Lane College of Further Education.

13.4 CITY CENTRE ENVIRONMENTAL STRATEGY

13.4.1 The historic development of the City Centre has resulted in a very distinctive pattern of architectural styles, street layout and building and space relationships. The quality of the City Centre's buildings is crucial to Leeds achieving its aim of becoming a principal European City (para. 2.4.6). The intention is to add to the best of the past by integrating new buildings of lasting quality that will enhance the City Centre whilst retaining its distinctive character. Good quality design is therefore a key objective.

13.4.2 Also of great importance is the appearance and treatment of spaces between and around buildings. A network of attractive spaces needs to be defined and extended for relaxation and architectural setting and so that pedestrians can find their way around the City Centre with ease, safety and comfort, and enjoy that experience. Careful design of buildings and spaces can ensure that these needs are met.

Urban Design

13.4.3 The Environment Chapter emphasises the role of the UDP in setting out design guidelines. These guidelines have a particular impact in the City Centre. The policies in this section are aimed at achieving these broad objectives. They must be used in conjunction with the City-wide design, conservation and archaeology policies in Chapter 5.3.

13.4.4 The City Centre's environment and visual character influence the commercial and social activities within it. These are important to those who live and work in the City Centre, and also to the people who are its clients and customers. The City Centre has a unique sense of identity formed from its distinctive pattern of uses, its architectural style and spaces, and its skyline viewed from a distance. The special sense of place that attaches to Leeds City Centre is important and could be destroyed by indiscriminate change. Equally, it can be supported and enhanced by sensitive and imaginative development. Accordingly:

CC3: THE IDENTITY AND DISTINCTIVE CHARACTER OF THE CITY CENTRE WILL BE MAINTAINED BY:

i. PROTECTING THE BUILDING FABRIC AND STYLE WHICH MAKE LEEDS A UNIQUE AND ATTRACTIVE CITY;

ii. ENCOURAGING GOOD INNOVATIVE DESIGNS FOR NEW BUILDINGS AND SPACES;

iii. UPGRADING THE ENVIRONMENT WHERE NECESSARY TO COMPLEMENT THE NEEDS OF ACTIVITIES WHICH ARE ESSENTIAL TO THE IDENTITY, VITALITY AND FUNCTION OF THE CITY CENTRE.

13.4.5 Gateway sites exist where main radial roads cross the boundary into the City Centre and four of these have been identified as Prestige Development Areas (see 13.7.28). Where development or redevelopment is proposed at gateway locations, the aim is to encourage buildings that by virtue of their significant scale or relative height and their design excellence will act as landmarks. These gateways will signal both the entry points to the City Centre and make a statement about the kind of City which Leeds aspires to be (paras. 2.4.1-6). In tandem with the Urban Development Corporation on sites in its area, the City Council will seek high quality proposals:

CC4: THE CITY COUNCIL WILL ENCOURAGE DEVELOPMENTS AT CITY CENTRE GATEWAY LOCATIONS TO BE OF AN APPROPRIATE SCALE AND DESIGN QUALITY TO REFLECT THE IMPORTANCE OF THESE LOCATIONS AT THE ENTRANCES TO THE CITY CENTRE.

13.4.6 The City Centre Conservation Area contains a rich architectural and historic heritage which should be conserved and enhanced. Refurbishment of existing buildings, sensitive new building, landscaping, encouragement of new activities and uses and support for existing uses must all contribute to this aim. The design of any new building within the Conservation Area must be of a very high standard. It must be a good neighbour and retain the distinctive character of the locality. However, it should not imitate its neighbours, but should be an attractive design of its time. It should, for example, make careful use of mass, scale and materials to relate to and reinforce existing character. In the close-knit heart of the City Centre, the character of the street-scene would be prejudiced by discordant buildings and spaces which do not relate to the existing pattern. Significantly taller buildings located at random are usually visually disruptive. In addition, they can cause problems of overshadowing and high winds, leading to an uncomfortable environment for pedestrians. Accordingly:

CC5: ALL DEVELOPMENT WITHIN THE CONSERVATION AREA OR ITS IMMEDIATE SETTING MUST BE DESIGNED SO AS TO PRESERVE OR ENHANCE THE EXISTING CHARACTER OF THE AREA. THE HEIGHTS OF NEW BUILDINGS THERE SHOULD NORMALLY RELATE TO THOSE OF SURROUNDING BUILDINGS BY BEING WITHIN ONE STOREY HEIGHT OF THEM.

13.4.7 By definition the areas outside the Conservation Area are architecturally and historically less important and therefore less sensitive. New designs will be less constrained by their surroundings than in the Conservation Area. Nonetheless, to meet the aim to enhance the City Centre generally, new development here too must be designed to a very high standard. The aim will be to enhance the architectural quality of these areas to a level where they too can become equal parts of a distinguished City Centre.

13.4.8 High buildings outside the gateway locations, and the Conservation Areas and their immediate settings, could have an adverse effect on the skyline of Leeds, and so each case will be considered on its merits. The City Council will produce a High Buildings Strategy which will be used to help determine where high buildings will be appropriate. In assessing proposals, a number of factors will be taken into account, as the following policy indicates:

CC6: OUTSIDE THE CONSERVATION AREAS AND THEIR IMMEDIATE SETTINGS AND OUTSIDE THE GATEWAY LOCATIONS, PROPOSALS FOR HIGH BUILDINGS WILL BE CONSIDERED ON THEIR MERITS, TAKING ACCOUNT OF:

i. QUALITY OF DESIGN;

ii. EFFECT ON THE SKYLINE AND IMPACT ON VIEWS ACROSS THE CITY;

iii. EFFECT ON NEIGHBOURING BUILDINGS AND GENERAL STREET SCENE;

iv. THEIR MICRO-CLIMATIC EFFECT ON THE IMMEDIATE PEDESTRIAN ENVIRONMENT.

13.4.9 Within the Centre as a whole, the appearance of several existing tower blocks mars the street scene. These buildings tend to be unattractive, lacking in any local character and relate poorly to the surrounding, more traditionally designed buildings and streets. Some have now prematurely reached the end of their economic lives, and are in need of redevelopment. Major refurbishment is seldom an option and will generally be discouraged: re-cladding does little to address the fundamental design problems of these buildings. In most cases, one of

the principal aims of their redevelopment would be to reduce the height of the building to conform as closely as possible to the heights of the more traditional buildings, especially in the Conservation Areas and their settings. It is acknowledged that a reduction in height may not always be possible without adversely affecting the viability of redevelopment. In these exceptional cases, redevelopment will still be desirable even if height cannot be reduced:

CC7: REDEVELOPMENT OF CITY CENTRE TOWER BLOCKS WILL BE ENCOURAGED WHERE THEIR APPEARANCE IS UNATTRACTIVE AND BUILDINGS ARE FUNCTIONALLY OBSOLETE.

13.4.10 The traditional street is spatially defined by buildings which are physically attached to form terraces. These buildings are located on a common building line that is usually the back of the footpath. The heights of the buildings within these terraces are varied but not usually by more than about a storey. The general height of the buildings relates approximately to the width and importance of the street. Buildings are not so high as to exclude daylight and sunlight at street level (4-6 storeys is commonplace). The spatial definition of these streets provides visual interest, assists people in finding their way around the City, and is part of the character of Leeds. Much of the re-development of the 1960s and 70s destroyed the spatial quality of the street by freestanding buildings surrounded by amorphous space, or by excessively high or low facades.

13.4.11 Developments which are significantly larger than the blocks of traditional buildings that are their neighbours will appear out of scale and character. They are also likely to present major barriers to pedestrian movement. These developments should either be broken down into a series of building blocks whose scale reflects the traditional scale or they should be located elsewhere. Where new street patterns are being created, new development will be integrated into the existing City Centre fabric most successfully if a similar street pattern is adopted. Accordingly:

CC8: OUTSIDE THE PRESTIGE DEVELOPMENT AREAS NEW DEVELOPMENTS SHOULD RESPECT THE SPATIAL CHARACTER AND FINE GRAIN OF THE CITY CENTRE'S TRADITIONAL BUILDING BLOCKS AND STREETS. WHERE A NEW STREET PATTERN IS TO BE CREATED, THIS SHOULD GENERALLY REFLECT THE TRADITIONAL STREET PATTERN OF THE CITY CENTRE.

Public Spaces

13.4.12 The quality of the different spaces throughout the City Centre is of the utmost importance to the enjoyment of the City, to its continuing commercial success, and as a contribution towards Leeds achieving its aim of becoming a principal European city. The City Centre possesses an extensive network of public spaces, but their quality is not always as high as it could be. The City Council is carrying out a number of enhancement schemes, including the re-paving and extension of pedestrianised areas, and refurbishment of the yards and alleyways off Briggate. The private sector has a major part to play in assisting with this process. For example, developers will be expected to enhance the space around their buildings, where appropriate, in accordance with the considerations set out below which govern the design of new spaces:

CC9: EVERY OPPORTUNITY WILL BE TAKEN THROUGH DIRECT ACTION, NEW DEVELOPMENT, DEVELOPMENT CONTROL AND PLANNING OBLIGATIONS TO ACHIEVE QUALITY, SAFETY, SECURITY AND GENERAL ACCESSIBILITY IN EXISTING PUBLIC SPACES.

13.4.13 The public spaces of the City Centre comprise parks, hard and soft landscaped areas and incidental spaces, together with streets, arcades, alleys, yards, malls and squares, to which there is public access (but not necessarily public ownership or public rights of way). They provide the setting for a rich architectural backcloth, corridors for people to move around, and the places for open air activities. These spaces are vital to the overall success of the Centre in order to allow people to move around the Centre with ease, in safety, and above all to enjoy it. It is therefore extremely important that the existing network of spaces is extended and complemented at every opportunity. Whilst in normal circumstances the Council will require public space in addition to functional space required in association with a development, regard will be had to the potential for functional space to perform a dual role as public space in the determination of acceptable public space provision. The network of pedestrian corridors and spaces which comprise the City Centre Public Space network is identified on City Centre Proposals Map Inset II. These public spaces will be protected from development by Policy N1, (paras. 5.2.6 - 7 above). The Quarters strategies and Proposal Area Statements in Chapter 13.7 following give more specific guidance. Accordingly:

CC10: FURTHER PROVISION OF PUBLIC SPACE WILL BE REQUIRED. OPERATIONAL DEVELOPMENT COVERING MORE THAN 0.5 HECTARES SHOULD ALLOCATE A MINIMUM OF 20% OF THE DEVELOPABLE SITE AREA AS PUBLIC SPACE.

13.4.14 Public spaces need not be exclusively for pedestrians. Although much of the existing network comprises arcades and pedestrianised streets which are the preserve of the pedestrian, extensions to the network will be made

by incorporating spaces where the pedestrian will predominate, but where a limited level of vehicle access for servicing or entry to a private car park or public transport (LRT and/or bus) movement will be accommodated. Major elements of this extension will include a redesign of City Square, Vicar Lane and The Headrow. Revised traffic management measures and special surface treatment and environmental improvements will reinforce the message that such streets are part of the overall pedestrian network where the walker has primacy. Inevitably, some routes important to pedestrians are also necessary parts of the City Centre road traffic circulation system. Nonetheless, improvements will be made there, e.g. by pavement enlargement and enhancement and by continuity of surface treatment, to emphasise the integral nature of these routes in the overall network of pedestrian corridors and spaces, as shown on Proposals Map Inset Map II.

CC11: THE CITY COUNCIL WILL ASSESS THE ROLE OF CITY CENTRE STREETS AND IMPLEMENT FURTHER SCHEMES TO CREATE MORE AND ENHANCE EXISTING PEDESTRIANISED CORRIDORS AND TO UPGRADE THE STREET ENVIRONMENT GENERALLY. THESE SCHEMES WILL RESPECT THE HISTORIC CHARACTER OF THE CITY CENTRE, ITS TRADITIONAL PAVING MATERIALS AND HISTORIC STREET SETTINGS WHERE DOMINANT.

13.4.15 To be successful, City Centre spaces need to reflect the users' requirements. Many of the spaces are for movement, either within a particular area of the City Centre, such as the pedestrian streets and arcades in the Shopping Quarter, or between Quarters. Others are for static enjoyment, most clearly seen in the summer lunchtime use of the "green" squares (like Park Square) or the "brown" squares (like Victoria Square) where pedestrians can relax.

13.4.16 Movement spaces need to form an inter-connected network which percolates throughout the City Centre, most dense in the areas of the most intense pedestrian movements, such as the Education and Shopping Quarters. The network needs to connect all the Quarters and the main facilities generating pedestrian movement. The City Centre pedestrian network also needs to inter-connect with pedestrian routes in the surrounding areas, and especially to the green corridors which lead into the City Centre along the river and canal, and down the Meanwood and Middleton Park valleys. Securing pedestrian access along the river and canalside in the City Centre is a major objective of both the City Council and Leeds Development Corporation, which is reflected in the Quarters strategies and Proposal Area Statements in Chapter 13.7.

13.4.17 The static spaces have related roles to play. They can be the interconnection point between pedestrian corridors and also provide in a general way for static pedestrian enjoyment. Some will be for relaxation alone, e.g. Mandela Gardens, whilst others may have additional or formal roles, e.g. Victoria Square and the War Memorial gardens. These are the

principal spaces where public meetings, "switch-ons", race starts, displays, exhibitions, open air theatre and street entertainment can take place, although of course the larger parts of the movement network can provide similar opportunities (Lands Lane, for example):

CC12: IN NEW DEVELOPMENT, NEW PUBLIC SPACES MUST BE RELATED TO AND CONNECT WITH THE EXISTING PATTERN OF STREETS, CORRIDORS AND SPACES, INCLUDING THE RIVER AND CANAL WALKWAYS.

13.4.18 The aim is to create a network of attractive and varied public spaces in which the public will feel safe, comfortable, and free from crime. These spaces will contribute greatly to the lively and commercially successful City Centre. They will need to be carefully designed with great attention to detail, including appropriate planting. Lack of character or over-elaborate design must be avoided, otherwise the public will not identify with and use these spaces. Design style should reflect the character of that part of the City Centre where the space lies.

13.4.19 For the creation of attractive public spaces, a number of criteria should be borne in mind, including:

(i) the intended function of the space;

(ii) materials, street furniture and soft landscaping elements;

(iii) opportunities to introduce works of art;

(iv) townscape setting;

(v) micro-climate;

(vi) ease of management and maintenance;

(vii) personal safety and mobility.

13.4.20 Public spaces need to be designed to be safe and accessible for all, particularly disabled people, taking account of the need to avoid steps and steep ramps, and unnecessary obstacles (such as badly positioned street furniture), to provide good lighting with the absence of dark areas, to provide a variety of alternative routes, and to be self-policing by achieving a continuous presence from other users. The preparation and implementation of a lighting framework and strategy (Paragraph 12.6.4 above) should make a major contribution in these respects.

13.4.21 For public spaces to be well linked, a number of points need to be recognised. The grain of the City Centre must be kept fine so that ease of access is maximised. This will provide the pedestrian not only with a direct route, but also a choice of corridors if desired. Corridors should be obvious. For instance, if a route looks private or the entrance is not clearly visible, it will not be well used. The "legibility" of the Centre is

important; people must feel free to wander around without fear of getting lost. Legibility is achieved by a variety of means, such as promoting Quarters with distinct identities, landmarks that are visible over a wider area or strong corridors such as presented by the river, canal, railway or major roads. The Centre traffic management proposals (Chapter 13.5), in particular the "Loop" road system, can enhance legibility by its distinctive design features, the naming of its junctions and the content of its new direction signs. Accordingly:

CC13: NEW PUBLIC SPACES MUST BE IMAGINATIVELY DESIGNED TO COMPLEMENT THEIR LOCATION AND TO ENSURE THAT THEY ARE ATTRACTIVE, COMFORTABLE, SAFE TO USE AND ACCESSIBLE FOR ALL.

13.5 CITY CENTRE TRANSPORT STRATEGY

13.5.1 A thriving and successful City Centre clearly lies at the heart of any future vision of Leeds, and is essential for the District's prosperity. In order to achieve this overall aim it will be necessary to address certain transport issues in the City Centre.

13.5.2 Recent improvements have benefited traffic circulation in the City Centre area, however congestion remains an issue on the approaches to the City Centre and the Inner Ring Road. Eighteen pedestrian accident sites in the City Centre give cause for concern and, of those, seven fall within the City Council's list of top priority action sites. Heavy traffic flows on the Inner Ring Road are also, in places, a major environmental concern due to noise, air pollution and visual intrusion. Access for those with impaired mobility, pedestrians and cyclists across the Inner Ring Road, and circulation within the City Centre, is also difficult and unpleasant in some stretches although significant improvements have been made and are planned to continue.

13.5.3 Major improvements to the present City Centre transport system are currently in progress and the WYLTP addresses this issue as a priority. Its overall objectives are to improve accessibility to and within the City Centre for all, whilst ensuring improved safety for transport users and pedestrians, and improved environmental quality. It proposes a range of measures including:

i. completion of the ring of Strategic Highway routes around the City Centre (Policy T20: Inner Ring Road Stage VII, to reduce the amount of extraneous through-traffic coming through the City Centre;

ii. improved public transport penetration and accessibility in the City Centre, by supporting the provision of New Station Street bus/rail

interchange and enhanced facilities at Boar Lane (Leeds Shopping Plaza);

iii. introduction of a modern new forms of transport including the Supertram system and Quality Bus Corridors;

iv. control over the growth of long-stay commuter car parking within the City Centre;

v. increased provision of short-stay customer/visitor parking in appropriate locations;

vi. improved pedestrian access in and around the City Centre, and reduced pedestrian/vehicular conflict, especially by:

vii. extending the pedestrian area;

viii improving the quality of the pedestrian environment;

ix. improved pedestrian routes, linked to public spaces where possible, including new river footbridges;

x. improved provision for cyclists: new, safe and convenient routes and associated facilities;

xi. improved accessibility and facilities for disabled people and others with mobility impairments;

13.5.4 The main City Centre elements of the WYLTP are illustrated on Diagram 3 overleaf. This shows the proposed Supertram routes (Policy T13), elements of the strategic highway network (Policy T18), the City Centre Loop, the public transport box and the pedestrianised core.

13.5.5 The UDP has a major role in supporting the WYLTP proposals, fundamentally by providing the overall land-use context. The UDP's purpose is thus to develop a land-use strategy which responds to and supports the WYLTP objectives, by providing a complementary environmental and development strategy, and by establishing policies and making specific proposals where necessary (for example in the case of car parking):

CITY CENTRE

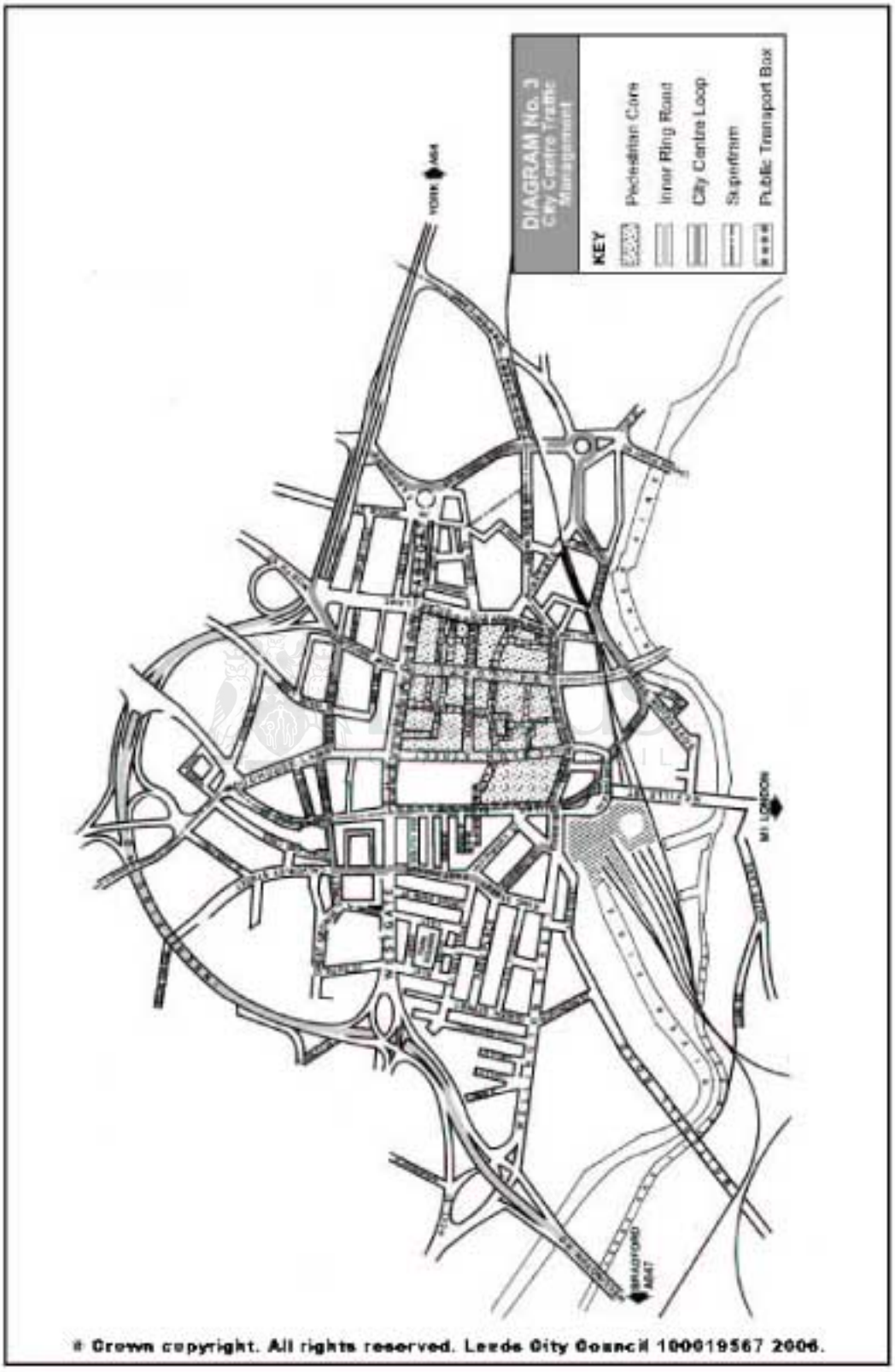
DIAGRAM No. 3
City Centre Traffic Management
KEY
Pedestrian Core
Inner Ring Road
City Centre Loop
Supertram
Public Transport Box
YORK A64
M1 LONDON
BRADFORD A647
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CC14: CITY CENTRE TRANSPORT PROPOSALS TO IMPLEMENT THE NEW TRAFFIC MANAGEMENT SYSTEM AND INTRODUCE A SUPERTRAM SYSTEM WILL BE SUPPORTED, AND TAKEN INTO ACCOUNT IN CONSIDERING DEVELOPMENT PROPOSALS.

13.5.6 Although the implementation of many of the transport proposals for the City Centre made in the WYLTP will be through legislation other than the UDP, the potential role of planning obligations (Policy CC1, paras. 13.2.3-5) in securing implementation needs to be stressed. Some WYLTP proposals need a specific recognition within the UDP - for example new developments need to support and be accessed from the revised transport system. These considerations are taken into account where appropriate in the area and site based comments in the remainder of this Chapter. Specific consideration of car parking is necessary within the UDP, the strategy for the control of the growth of long stay parking, and the development of a strategy for the provision of short stay parking. Long stay parking, relating to commuting to work from the District as a whole and beyond, is considered in the Transport Chapter, paras. 6.5.14 -18. Short-stay parking in the City Centre is considered in paras. 13.5.7-10.

Short-stay car parking

13.5.7 As the Chapter on Transport indicated (para. 6.5.4), the provision of adequate short stay customer car parking is essential if the City Centre is to build on its success as an important shopping and commercial centre. In the context of the UDP Transport policies therefore, Policies T26 and T27 indicate the intention to support short stay parking provision where it will not result in local highway problems, and give preference in the Core Car Parking Policy Area to short stay facilities.

13.5.8 Ensuring an increase in supply of short-stay parking spaces is vital to meeting the likely increased demand, addressing any existing shortage of spaces, and remedying the likely loss of on-street metered spaces following implementation of the traffic management proposals. The UDP short stay parking strategy is thus based on supporting the implementation of a substantial number of current major proposals. The Plan confirms existing schemes, and identifies and safeguards other short-stay car park opportunities, close to the main areas of demand (primarily the Prime Shopping and Office Quarters). These locations are discussed in the Quarters and Proposal Area Statements in Chapter 13.7, and identified on the Proposals Map (Inset II). In exceptional circumstances, where there is evidence that there is insufficient demand to fill a purpose built short stay car park, the City Council may be prepared to allow an element of long stay use of that purpose built short stay car park, to the extent that it does not prejudice short stay use of the remainder of the car park, does not conflict with the City Council's Strategic Transport and Parking objectives, and can be satisfactorily

accommodated by the local highway network.

CC17: THE PROVISION OF FURTHER SHORT-STAY CAR PARKING WILL BE SOUGHT CLOSE TO THE PRIME SHOPPING AND OFFICE QUARTERS, AND IN OTHER LOCATIONS WHERE DEMAND IS IDENTIFIED. SUBSTANTIAL SHORT-STAY CAR PARKING PROVISION WILL BE REQUIRED IN THE FOLLOWING LOCATIONS, INCLUDING PROVISION AS PART OF LARGER DEVELOPMENTS:

KIRKGATE MARKETS AREA
TEMPLAR STREET
QUARRY HILL
SOVEREIGN STREET
AIRESIDE CENTRE
WHITEHALL ROAD (SOUTH SIDE)
INTERNATIONAL POOL
CIVIC QUARTER
CLARENCE DOCK (INC. ROYAL ARMOURIES)
CANAL BASIN
BOWMAN LANE
ELMWOOD ROAD

SUBJECT IN EACH CASE TO THE REQUIREMENTS OF PROPOSAL AREA STATEMENTS. PROPOSED LOCATIONS SHOULD BE EASILY ACCESSED FROM THE CITY CENTRE LOOP SYSTEM, PROVIDED THAT ACCESS WOULD NOT CONFLICT MATERIALLY WITH PEDESTRIAN PRIORITY AND ENVIRONMENTAL OBJECTIVES, AND THAT LOCAL ROAD CAPACITY CAN ADEQUATELY COPE SAFELY WITH THE ADDITIONAL TRAFFIC.

13.5.9 In addition to day time customer car parking for shopping and business visits, the need for parking provision for evening and weekend visits must be addressed. The objective of promoting a City with an attractive and lively character at all times, requires special concern for the parking needs of visitors. Especial effort will be needed to secure adequate, comfortable and safe short stay parking provision close to the main visitor attractions in the City Centre. Accordingly:

CC18: WHERE APPROPRIATE, ENCOURAGEMENT WILL BE GIVEN IN NEW DEVELOPMENT WHICH INCLUDES SURFACE OR FREE STANDING PRIVATE NON-RESIDENTIAL PARKING TO THE PROVISION OF SPACES FOR PUBLIC USE IN EVENINGS AND AT WEEKENDS.

13.5.10 Following this principle, the City Council will wherever appropriate encourage landowners and building occupiers to establish the public use

of private non-residential parking space in existing development, for use in evenings and at weekends. Security and operational issues will be taken into account by the City Council in considering the appropriateness of applying Policy CC18.

13.6 PRIMARY ACTIVITIES

13.6.1 Chapters 5 - 12 of the UDP have identified the strategy for the broad land uses for the District as a whole. Within the City Centre there is a need for an equivalent strategic approach, to provide the link between the overall strategy and the area and site specific proposals, considered in Chapter 13.7 following. This section therefore addresses briefly the main approach to the following main land uses:

- offices
- shopping
- housing
- manufacturing industry and distribution
- leisure and tourism

Offices

13.6.2 The encouragement of City Centre office development is clearly a major objective both in helping to fulfill the aspiration of Leeds becoming a major European business centre, and in providing additional jobs in the District in the most accessible location (Chapter 2.4 above). As a basic principle therefore, the UDP supports office development within the City Centre. The main **locational strategy** is reflected in the approach described in Chapter 13.7: the identification of the Prime Office Quarter where the 'principal' use is intended to be offices and the Prestige Development Areas where offices are likely to be a main use:

CC19: OFFICE DEVELOPMENT WILL BE SUPPORTED AS *THE* PRINCIPAL USE WITHIN THE IDENTIFIED PRIME OFFICE QUARTER; AND PRESTIGE OFFICE DEVELOPMENT WILL BE SUPPORTED AS A PRINCIPAL USE IN PRESTIGE DEVELOPMENT AREAS, SUBJECT IN BOTH CASES TO THE PROVISIONS OF PROPOSAL AREA STATEMENTS. ELSEWHERE OFFICE DEVELOPMENT WILL BE ACCEPTED PROVIDED IT CONTRIBUTES TO OVERALL PLANNING OBJECTIVES, REFLECTED IN QUARTER OR PROPOSAL AREA STATEMENTS.

13.6.3 Offices are generally high value land uses which can outbid less profitable users to secure the most desirable sites. There is a danger that offices (and the hope value of office development) could come to dominate the whole of the City Centre, unless the UDP can positively encourage other uses - uses which may be preferable in that they could offer a wider range of employment opportunities, and contribute more life and variety to the City Centre. A fine balance must therefore be achieved, securing the benefits of office development, together with a variety of other uses. The achievement of this balance is at the heart of the approach of principal and ancillary uses proposed in Chapter 13.7 following.

13.6.4 In terms of the overall **quantity of provision** for offices which needs to be made, Policy E14 in the Chapter on the Local Economy establishes the need to identify sites in the City Centre capable of accommodating an additional 420,000 sq m. of prime office floorspace in the Plan period, based on the likely level of demand, and reflecting the need to provide a choice and range of sites for office users who need to be located in the central parts of the City Centre. Within the City Centre scope can be identified for approximately 380,000 sq m. from existing commitments, and from sites previously allocated for office development in the adopted Central Business Area District Plan. Office development on unallocated or "windfall" sites will inevitably supplement this scale of provision, suggesting that the scale of City Centre land identified for prime office development already exists to meet the requirements of Policy E14.

13.6.5 Policy E15 in the Local Economy Chapter establishes the need to identify sites capable of meeting the large space requirements of prestige office users in high profile, prestigious locations with good access on the fringe of the City Centre. The prestige office development market is very much supply-led. If sites are not readily available, then any demand from footloose companies is likely to go to other locations where sites are available. It is consequently important to have a stock of suitable sites for these uses. It is important that such sites are related to the City Centre. Location of headquarter operations in the City Centre will especially assist Leeds progress as a major European city. Current estimates show that there are already "commitments" within the Prestige Development Areas for approximately 250,000 sq m of prestige office floorspace. The approach adopted within the Prestige Development Areas actively encourages further prestige office development (paras 13.7.24-39 below) there. Further prestige office development within these areas and on other unallocated or "windfall" sites will also supplement this scale of provision.

13.6.6 The scale of City Centre land identified for office development from these sources suggests that potential already exists to meet the requirements of Policies E14 and E15. Accordingly, no additional sites are specifically identified, and provision is broadly achieved by confirming existing office commitments:

CC20: WITHIN THE CITY CENTRE DEFINED IN POLICY CC2, LAND WITH PLANNING PERMISSION FOR OFFICE DEVELOPMENT IS CONFIRMED FOR OFFICE DEVELOPMENT. ALL UNIMPLEMENTED OFFICE PROPOSALS FROM THE EXISTING CENTRAL BUSINESS AREA DISTRICT PLAN ARE CARRIED FORWARD AS PROPOSALS IN THE UDP.

Shopping

13.6.7 Chapter 9 identifies the importance of the City Centre for the UDP shopping strategy, and the scale of anticipated shopping development to be accommodated. Policy S1 indicates the primary intention to promote and enhance the existing role of the City Centre as the Regional Shopping Centre by quantitative and qualitative improvements.

13.6.8 Following Policy S1, the City Centre shopping strategy is primarily based upon the consolidation of retailing within a defined Prime Shopping Quarter, which is defined on the Proposals Map Inset Map I and considered in detail in Chapter 13.7 following. In addition to the Shopping Quarter, and the existing retail warehouse park at Crown Point, scope exists for the particular large scale space needs of retail warehousing in the Regent Street area, as defined on the Proposals Map Inset Map I. Accordingly:

CC21: SHOPPING DEVELOPMENT WILL BE SUPPORTED AS THE PRINCIPAL USE WITHIN THE IDENTIFIED PRIME SHOPPING QUARTER, SUBJECT TO PROVISIONS OF PROPOSAL AREA STATEMENTS. OUTSIDE THAT QUARTER ANCILLARY SHOPPING DEVELOPMENT WILL BE ACCEPTED PROVIDED IT CONTRIBUTES TO OVERALL PLANNING OBJECTIVES AS REFLECTED IN QUARTER OR PROPOSAL AREA STATEMENTS. RETAIL WAREHOUSING DEVELOPMENT WILL BE SUPPORTED IN THE IDENTIFIED AREA AROUND REGENT STREET.

13.6.9 Retail development has a significant role to play in achieving the necessary mixed range of uses within the other parts of the Centre, outside the Shopping Quarter. These developments should not be of a scale or type that they jeopardise the primary role of the Shopping Quarter, but should usefully provide local and specialist services.

13.6.10 Specific locations for major retail development are identified in Proposal Area Statements within the strategy for the Shopping Quarter, considered in Chapter 13.7 following.

13.6.11 Policy S4 (paras. 9.4.8-9) indicates the intention to define shopping frontage policies to maintain the essential retail character of shopping centres. The control of non-retail uses is an important element in the

protection and enhancement of the City Centre's regional shopping role, which is one of the main objectives in defining a Shopping Quarter. The City Council's detailed shopping frontage policies applicable are contained in Appendix 12 in Volume 2:

CC22: IN ACCORDANCE WITH THE DETAILED SHOPPING FRONTAGE POLICIES CONTAINED IN APPENDIX 12 IN VOLUME 2, WITHIN THE DEFINED CITY CENTRE PRIME SHOPPING QUARTER PRIMARY SHOPPING FRONTAGES ARE DESIGNATED WHERE THE CONCENTRATION AND CONSOLIDATION OF SHOPPING ACTIVITY IS SUPPORTED (POLICY SF2). ALSO WITHIN THE CITY CENTRE, SECONDARY FRONTAGES (POLICY SF3), FRINGE FRONTAGES (POLICY SF5) AND PROTECTED FRONTAGES (POLICY SF6) ARE IDENTIFIED WHICH CAN ACCOMMODATE A WIDER RANGE OF SHOPPING AND SERVICE FACILITIES.

Housing

13.6.12 In accordance with Leeds' European City aspirations (section 2.4), one of the main ways in which life and variety can be increased in the City Centre, and extended throughout the day, is by introduction of more housing into the Centre, and retention of existing housing. These principles apply to a large extent to all the town centres throughout the District.

13.6.13 There are already existing pockets of housing, particularly within the areas of The Calls and the Riverside, Marlborough Street, Clarendon Road, Hanover Square and Blenheim Terrace. Given the nature of the properties in the Clarendon Road area, and their location, it is evident that pressure exists for non-residential uses. At the same time there is a particular requirement for student housing, which would be distinctly preferable. The first priority in the housing strategy consequently is to resist the loss of existing City Centre housing.

13.6.14 Several new housing developments have been completed along the Riverside between Leeds Bridge and Crown Point Bridge. These have all proved very popular and successful. The Plan does not identify any one area where housing would serve as a principal use, but seeks specifically to encourage housing as a key element of the mixed use approach in the general Riverside area, where the opportunity exists to create a domestic scale of environment, and access to services is most readily achieved. As a key use which can help fulfil European City aspirations and extend City Centre life throughout the day, housing is also encouraged in other City Centre locations. In particular, housing is one of the uses which will either be encouraged or required to be introduced into most of the Principal Use Quarters (see Quarter Area Statements below).

13.6.15 Many upper floors of shops and other buildings are vacant or under-used providing potential for much-needed new housing in the District. Within the City Centre, housing in vacant upper floors could provide an important source to meet housing need as well as helping bring life back into the City Centre, extending the life of properties and improving security in the City Centre.

Industry and distribution uses

13.6.16 Several existing major industrial premises and areas remain in the City Centre, including for example Doncaster Monkbridge, Tetley Brewery and Yorkshire Chemicals. There are also a number of smaller industrial uses concentrated in the Sweet Street area (an Industrial Improvement Area) and in the Leathley Road/Sayner Lane area. It is not the intention of the Plan, by including these areas and uses within the boundary of the City Centre defined in Policy CC2, to seek to displace existing industrial uses. These uses provide large numbers of jobs, and add variety to the economy of the City Centre. The first priority for the Plan will be to seek to retain where possible existing `industrial' uses, unless they are “bad neighbour uses” which are causing specific identified amenity problems. Accordingly:

CC23: RETENTION OF EXISTING INDUSTRIAL AND DISTRIBUTION EMPLOYMENT IN THE CITY CENTRE IS SUPPORTED. DEVELOPMENT RESULTING IN THE LOSS OF EXISTING INDUSTRIAL FIRMS FROM THE CITY CENTRE WILL BE ACCEPTABLE IN PRINCIPLE ONLY IF SATISFACTORY RELOCATION CAN BE ACHIEVED FOR AFFECTED BUSINESSES.

13.6.17 New industrial and distribution development may be appropriate in certain parts of the City Centre where it does not affect the operation of other City Centre related-uses (or the securing of such development), particularly as identified in the Proposal Area Statements. In practice, land values will normally preclude most new industrial-type developments within the City Centre. In the Holbeck area small-scale industrial development is being actively supported as part of the Industrial Improvement Area initiatives. However "bad neighbour" uses and large-scale manufacturing and distribution uses will be resisted throughout the City Centre because of their potential detrimental amenity and environmental effects:

CC24: NEW "BAD NEIGHBOUR" USES AND LARGE SCALE MANUFACTURING OR DISTRIBUTION DEVELOPMENTS WILL NOT NORMALLY BE ACCEPTABLE WITHIN THE DEFINED CITY CENTRE. OTHER INDUSTRIAL DEVELOPMENT, REDEVELOPMENT AND EXPANSION WILL BE ACCEPTABLE IN PRINCIPLE, SUBJECT TO THE REQUIREMENTS OF PROPOSAL AREA STATEMENTS.

CC25: SMALL-SCALE INDUSTRIAL DEVELOPMENT LEADING TO THE REGENERATION OF THE MABGATE AND HOLBECK INDUSTRIAL IMPROVEMENT AREAS WILL ACTIVELY BE SUPPORTED.

Leisure and tourism

13.6.18 The City Centre offers a variety of facilities and performs key leisure and tourism functions. These functions service the needs of the District's residents and of both leisure and business tourists. Cultural, entertainment and recreational facilities combine with the extent and quality of City Centre shopping to offer many leisure and tourism attractions. In addition to these elements, the unique heritage and character of the City Centre environment provides a distinctive setting and a leisure attraction in its own right. In order to enhance and develop these resources further, existing facilities need generally to be safeguarded, and appropriate additional facilities need to be identified and promoted. These functions need to be effectively promoted as individual attractions and combined with events, as part of an overall tourism strategy, as Chapter 10.2 considers:

CC26: SUPPORT WILL BE GIVEN TO THE PROVISION OF NEW, AND RETENTION AND ENHANCEMENT OF EXISTING CULTURAL, ENTERTAINMENT AND RECREATIONAL FACILITIES, SUBJECT TO THE REQUIREMENTS OF PROPOSAL AREA STATEMENTS.

13.6.19 Specific opportunities for leisure use developments are considered in the following Chapter 13.7. Opportunities exist in the identified Entertainment and Civic Quarters, and in the Proposal Areas of Quarry Hill, Kirkgate Markets, Clarence Dock, Bowman Lane, the Canal Basin, Sovereign Street, the Roundhouse, and more generally within the Riverside Area.

13.6.20 In the promotion of the City Centre for tourism, the provision of a diverse range of facilities is a fundamental objective. Innovative and imaginative facilities which positively enhance the unique character of the City Centre need special encouragement. The City Centre retains a unique heritage which needs to be safeguarded and enhanced. In recent years this has been achieved through the implementation of a number of imaginative

development proposals. Such is the wealth and concentration of areas and buildings of architectural and historical interest that opportunities remain for utilising the potential of this heritage further. Examples exist particularly within the Riverside Area for schemes related to the Waterways Corridor. Waterways Corridor schemes are considered more fully in Chapter 10, paras 10.3.12-15 and encompassed for the City Centre in Policies LT6 and LT6B.

13.7 QUARTERS

13.7.1 Each of the major competing City Centre land uses considered in the last section clearly has its own particular locational requirements. However, all uses are interrelated and cannot be dealt with in isolation. In order to provide the best range and choice of sites for each particular use, and also to provide an attractive City Centre which has life throughout the day, the UDP has a clear role in taking an overview of those competing land uses, and in providing a locational strategy within which decisions on individual uses and the role of different parts of the City Centre may be taken. Most importantly, there is a need to establish a strategic approach which is flexible enough to cope with the innate uncertainties facing the development future of a city like Leeds.

13.7.2 Currently there is a tendency within the City Centre towards the creation of land use sectors, where one particular use predominates. There are, for example, prime shopping and office areas, a concentration of entertainment uses, a Civic and Cultural quarter, and the Universities higher education area. There are both advantages and disadvantages in the concentration of a particular use into a specific part of the City Centre.

13.7.3 There are advantages to the uses themselves in terms of attracting customers to one particular area, in terms of contacts, connections, linkages and exchange of information between businesses. Customers can benefit from having complementary uses within a special area, e.g. comparison shopping. There is also more certainty for developers in terms of particular uses acceptable within an area. On the other hand, concentration of a particular use could lead to the creation of sterile areas at certain times of the day, and lead to a number of distinct ‘centres' within the City Centre, separated functionally and in terms of distance. Uniform design reflecting the concentration of specialist uses could also occur.

13.7.4 An alternative approach is to try to achieve a broad mix of uses across the City Centre, with no one dominant use to be found in any particular area. This would help increase life and variety throughout the City Centre, avoiding the creation of sterile areas, and help improve overall safety and security within the Centre. It would also facilitate a variety of design and urban form. However, it may dilute the advantages of concentration of individual sectors, create more uncertainty for developers, and lead to a more amorphous identity within parts of the City Centre.

13.7.5 Given these considerations, an approach which secures the advantages of both is the most appropriate for the City Centre. It has the objectives of both meeting the locational needs of the competing land uses, and at the same time seeking to achieve a living City Centre at all times. The strategy will generally encourage more mixed use. It identifies **Principal Use Quarters** where one principal use will dominate, and the **Riverside Area** where there is no desire to have any predominant land use. It is not the intention of the Plan to cover the whole of the City Centre with either Principal Use Quarters or the Riverside Area. However, these Quarters, and the Riverside Area (considered in para. 13.7.9 and Policy CC28 below) are identified on the Proposals Map (Inset I), and form the main basis of the City Centre land use strategy:

CC27: PRINCIPAL USE QUARTERS AND AREAS ARE IDENTIFIED ON THE PROPOSALS MAP FOR THE FOLLOWING USES:

PRIME OFFICE
PRESTIGE DEVELOPMENT
PRIME SHOPPING
ENTERTAINMENT
CIVIC
HOSPITAL
EDUCATION

WITHIN EACH QUARTER OR AREA, PROPOSALS FOR THE PRINCIPAL USE WILL NORMALLY BE ENCOURAGED.

PROPOSALS FOR OTHER USES OR TYPES OF DEVELOPMENT WILL BE ENCOURAGED WHICH:

i. SERVICE THE QUARTER OR AREA;

ii. ADD VARIETY IN LAND USE, URBAN FORM AND FUNCTION, AND CONTRIBUTE TO THE LIFE AND VITALITY OF THE CITY CENTRE AT ALL TIMES;

iii. SUPPORT THE ATTRACTIVENESS OF THE AREA FOR THE PRINCIPAL USE AND DO NOT PREJUDICE ITS FUNCTIONING.

DEVELOPMENT WILL NOT NORMALLY BE PERMITTED WHICH WILL REDUCE THE SCALE AND VARIETY OF THE EXISTING MIX OF NON-PRINCIPAL USES WITHIN A BUILDING, STREET, QUARTER OR AREA AND UNDERMINE SERIOUSLY THE ACHIEVEMENT OF THE QUARTERS AND STRATEGIES AND/OR THE DECLARED OBJECTIVES IN THE PROPOSAL AREAS.

SUBJECT IN EACH CASE TO THE REQUIREMENTS OF PROPOSAL AREA STATEMENTS.

13.7.6 It follows from the above discussion that it is essential that specialist areas are retained or created, where the principal use can enjoy the benefits of concentration and complementary locations. In this way, benefits will accrue to both the use provider and customer. However, to avoid the dangers of over-concentration and single use areas, a variety of supporting uses will also be encouraged, to both support the principal use, and help achieve overall variety and life across the City Centre.

13.7.7 The overall approach will be to encourage the principal use within each quarter, subject to the satisfaction of all detailed planning and highways matters, and other UDP policies. In order to achieve other beneficial and supporting uses, the Plan identifies proposal areas or major development opportunity sites where other uses may be appropriate as part of developments. Proposals for uses other than the principal use will also be generally encouraged, unless they prejudice the functioning of the area for the principal use. Development will be resisted which would individually or cumulatively prejudice or reduce the diversity of uses which already exists in an area. Encouragement to the development of the Quarters will be achieved also by environmental action, traffic planning, and management action specifically tailored to each Quarter.

13.7.8 The strategy for each Quarter is identified below. Within each Quarter, Proposal Area Statements are made for the major development sites or areas of change, which are defined on the Proposals Map (Inset I). These identify the range of uses and form of development considered appropriate in these areas, whilst retaining as much flexibility as possible to allow for changes in market conditions and future opportunities. They will form the basis for the preparation of more detailed planning briefs, where appropriate, to guide development.

13.7.9 In addition to the principal use Quarters, the Riverside Area is identified on the Proposals Map, where there is no intention to encourage any one particular use, and where there is scope for a more balanced variety of uses whether in terms of changes of use, infill development or larger redevelopment opportunities. A strategy is also identified below, together with Proposal Area Statements where relevant. The range of uses should be complementary, with no one predominating:

CC28: WITHIN THE IDENTIFIED RIVERSIDE AREA, WHERE NO ONE LAND USE WILL PREDOMINATE, A RANGE OF GENERALLY COMPLEMENTARY LAND USES WILL ACTIVELY BE ENCOURAGED WHICH CAN SERVE TO ENSURE LIFE AND VITALITY THROUGHOUT THE DAY.

DEVELOPMENT WILL NOT NORMALLY BE PERMITTED WHICH WILL REDUCE THE SCALE AND VARIETY OF THE EXISTING MIX OF USES WITHIN A BUILDING OR STREET TO THE EXTENT THAT IT WOULD UNDERMINE THE OVERALL

AIM OF MIXED USE IN THE RIVERSIDE AREA.

SUBJECT IN EACH CASE TO THE REQUIREMENTS OF PROPOSAL AREA STATEMENTS.

13.7.10 To ensure the necessary element of mixed use in larger developments within the City Centre, the City Council will pursue a range of subsidiary uses, particularly at street level (but in the case of residential uses, on upper floors), as appropriate to the location of the development.

CC29: OUTSIDE THE EDUCATION QUARTER, PROPOSALS FOR MAJOR DEVELOPMENTS OF MORE THAN 5,000 SQ M GROSS FLOORSPACE AND/OR ON SITES OF 0.1 HA OR MORE WILL BE REQUIRED TO CONTAIN USES ADDITIONAL TO THE MAIN USE, REFLECTING THE APPROPRIATE QUARTER AND PROPOSAL AREA STATEMENTS, OR OTHER CITY CENTRE POLICIES.

QUARTER STATEMENTS

PRIME OFFICE QUARTER

13.7.11 The traditional prime office area of the City Centre, where the financial and professional services have concentrated, has become focused around Park Square in the west of the City Centre. Over time the prime office area has expanded, as demand for office floorspace particularly from the financial and professional services sector has continued to grow. Through a desire to concentrate close together and the operation of planning policies, there has been a continued concentration of prime office uses, albeit within an ever growing area.

13.7.12 The traditional prime office area forms the nucleus of the proposed Prime Office Quarter. In view of the continuing benefits of concentration to the prime office sector, and the principal use philosophy of the Plan, a Prime Office Quarter has been defined on the Proposals Map which centres on the existing prime office area, where the majority of financial and professional services are located. It includes sites which can accommodate the future expansion requirements of this sector, within close proximity to the existing prime office area.

13.7.13 The main objective for the Prime Office Quarter is to help Leeds achieve a position as a major regional, national and European business centre (see Section 2.4). The strategy employed within the Prime Office Quarter must be primarily to ensure that this key objective can be achieved, but at the same time the intrinsic character and environmental quality, which contribute to the current success of the existing prime office area, must not be affected detrimentally by new development.

13.7.14 The strategy for the Prime Office Quarter is to:

i. ensure that sufficient sites are available to meet the needs of the prime office sector for the Plan period;

the Policy E14 identifies the need to identify sites for a further 420,000 sq. m. of additional prime office floorspace within the Plan period, to offer a choice and range of sites. Policy CC20 confirms that in the wider City Centre land with permission and other commitments meets that requirement;

Within the Prime Office Quarter, it is estimated that there are commitments or potential already existing for 220,000 sq.m. The scale of this potential together with the scope for prime users to find suitable premises elsewhere in the City Centre means that the overall needs of the prime office sector in the City Centre can be met;

ii. ensure that prime office users in the prime office area can continue to enjoy the benefits of locations in close proximity to each other in terms of inter-linkages and accessibility;

by identifying a large proportion of the suitable sites (220,000 out of 420,000 sq. m.) within the extended Prime Office Quarter, the Plan ensures that continued physical proximity of prime office uses can occur. Accessibility is discussed more fully in (v) below;

iii. achieve a greater range and mix of uses in accordance with the Plan's principal and mixed use strategy, in order to support the prime office use, and to add variety and life to the City Centre throughout the day;

the general principal use Policy CC27 applies, with prime office use identified as the principal use. The broad range of generally acceptable uses which will be encouraged, or required for major developments in the terms of Policy CC29 and of the proposal area statements, includes:

Housing
Leisure and Entertainment Uses
Public space
Small-scale retailing serving local needs
A2 uses
A3 catering and food and drink uses
Tourist accommodation/hotels
Short stay car parking

iv. achieve environmental benefits in accordance with the Plan's Environmental policies, including high quality new

development, conservation of existing fine buildings, creation of public space and enhanced pedestrian linkages, and in a style which reflects the role of the area;

v. ensure the satisfactory functioning of the area in terms of accessibility, parking and circulation in accordance with the Plan's Transport policies:

- The Prime Office Quarter will be accessed (and signposted) either directly from the Strategic Highway Network (Inner Ring Road) or from the City Centre loop system;
- Policy CC17 identifies sites in or close to the Prime Office Quarter for possible new short stay visitor car parks at Whitehall Road (south), Aireside Centre, Sovereign Street, Boar Lane and the International Pool;
- Park Row/City Square will form part of the public transport box. Wellington Street and The Headrow will continue to be major public transport corridors serving the City Centre; Leeds City Station also lies within the area;
- The first LRT route is proposed to run along Park Row, with stations at City Square and Cookridge Street, providing improved accessibility into the Prime Office Quarter;
- Improved pedestrian facilities including extensions of the pedestrian network, new pedestrian routes and improved pedestrian crossing facilities are proposed. These include measures at Briggate, and the Riverside Walkway, pedestrian routes across the Aireside Centre site; pedestrian crossing points over the Loop and improved pedestrian access to the railway station.

PROPOSAL AREA STATEMENTS: PRIME OFFICE QUARTER

1. WHITEHALL ROAD (SOUTH SIDE)

13.7.15 In addition to the prime office principal use in this area, reflected in existing planning permissions for the central and western parts of the area, other uses need to be introduced. There is a specific requirement for the short stay car park to serve the proposed uses in the area, and help meet the identified deficiency in the western part of the City Centre. Long stay car parking would be permitted in the circumstances described in para. 13.5.10. Ancillary uses which will be encouraged include leisure uses, a hotel, catering uses, small-scale retailing to serve local needs,

housing, and public space. A riverside walkway will be required in new development. Improved pedestrian linkages to City Station will be important, together with links to the Aireside Centre and the rest of the Prime Office Quarter.

2. AIRESIDE CENTRE

a. Wellington Street - Phase l

13.7.16 This area is the major initial opportunity for the expansion of the Prime Office Quarter. Prime office use is reaffirmed as the principal use, but other essential uses include the short stay parking provision required to serve the proposed development and meet identified deficiencies in this part of the City Centre, major public space and pedestrian linkages (including a riverside walkway, with connection if possible across the river) and leisure and catering uses.

b. Whitehall Road - Phase 2

13.7.17 This site represents the natural expansion of development after site 2a. In addition to prime office use a mix of other uses will be required to provide variety and life to a key development area in the City Centre. Leisure, entertainment and catering uses would all be appropriate. There could be scope for smaller scale conference and exhibition type facilities, ancillary to the main office use. Small scale retail to serve local needs, housing and public space are other appropriate uses. Pedestrian linkage across the site to City Station and Whitehall Road in the east, to the river bank in the west (with a possible footbridge across the river), and to Phase l of the Aireside Centre to the north are all important requirements.

3. LEEDS STATION

13.7.18 Leeds Station has been substantially redeveloped. A bus/rail interchange opened in 2004 within the Leeds City Station forecourt. Future proposals include use of the undercrofts.

4. CITY SQUARE

13.7.19 As a key area in the City Centre, the main planning objectives for City Square concern the need to improve pedestrian access, create a more functional public space and improve the overall environment.

13.7.20 There are a number of listed buildings in the Square, and several major redevelopment opportunities around it. Additionally, there is considerable scope for improvements to the appearance of the Square through the

design of replacement buildings. Further improvements will complement the recently completed redevelopment of the Square itself which reclaims the Square for pedestrians from cars.

5. INTERNATIONAL POOL

13.7.21 This site is currently occupied by the International Pool and the adjacent short stay car park. Priority must be to retain the Pool until an alternative is completed. The site represents another prime office opportunity. The site also represents an opportunity for public short stay parking to help meet the identified deficiency on the western side of the City Centre. It also has potential for leisure or hotel use.

6. ST ANNE STREET

13.7.22 This area is currently dominated by major office users and St. Anne's Cathedral. It includes Leeds Permanent Building Society's former headquarters (now relocated to the new site at Lovell Park Road), and City Council offices. Following the departure of the Building Society, the area has major potential for refurbishment and redevelopment. The first priority will be to redevelop and/or refurbish for a prime office use. In addition to prime office use additional acceptable uses include short stay car parking, ground floor retail uses subject to shopping frontage policies, on the Albion Street and Headrow Frontages, public space and enhanced pedestrian linkages across the site. There could also be scope for ancillary leisure and entertainment uses. The terminus station for the first LRT line is proposed immediately adjacent to the area on Cookridge Street.

PRESTIGE DEVELOPMENT AREAS

13.7.23 The Prestige Development Areas (PDAs) serve two main purposes. Firstly, they provide the opportunity to accommodate large scale developments which demand and require City Centre locations, or which are considered desirable in planning terms to locate there, e.g. to achieve maximum accessibility for employers, customers and visitors. Given the existing compact nature, tight urban grain and intensity of development within the heart of the City Centre, scope for large scale developments is limited there, and new sites need to be found on the fringe of the traditional City Centre, and within the new City Centre boundary. The PDAs have been identified specifically to accommodate large scale City Centre related uses.

13.7.24 Secondly, the PDAs are located at principal road "gateways" into the City Centre, in prominent locations where there is scope to achieve buildings which by virtue of their considerable mass and/or relative height and design excellence will act as landmarks, signalling in a prestigious way,

entry into the City Centre. (See Para 13.4.5 and Policy CC4 above).

13.7.25 In accordance with Policy CC27, prestige developments form the "principal use" within the Prestige Development Areas. Prestige development in the PDAs will be development for City Centre related uses which accord in design terms with Policy CC4 by providing landmark buildings. They will be generally large in scale.

13.7.26 Most prestige developments in the PDAs are likely to be offices. Chapter 8 on the Local Economy identifies the specific category of prestige office developments. Paras. 13.6.5-6 establish the strategic approach to the location of prestige office developments in the City Centre. Policy CC20 confirms the suitability of land with permission or otherwise allocated. Typically these uses are major national and regional headquarter offices, requiring a large amount of floorspace. High-profile fringe City Centre sites in "gateway" locations, with good road access, meet the necessary requirements for prestige office and other developments. There is a broad range of other developments of a prestige nature, which would be equally appropriate. Accordingly,

CC31: WITHIN THE PRESTIGE DEVELOPMENT AREAS, PRESTIGE DEVELOPMENT FOR THE FOLLOWING USES WILL BE SUPPORTED:

- **PRESTIGE OFFICE;**
- **LEISURE, ENTERTAINMENT, RECREATION AND CULTURAL FACILITIES;**
- **CONFERENCE AND EXHIBITION FACILITIES;**
- **HOTELS.**

PRESTIGE DEVELOPMENT FOR OTHER USES MEETING THE BROAD CRITERIA IDENTIFIED IN PARA 13.7.25A WILL ALSO BE SUPPORTED SUBJECT IN EACH CASE TO OTHER UDP POLICIES AND PROPOSALS.

13.7.27 The strategy for the Prestige Development Areas relates directly to the primary objective of helping Leeds achieve a position as a major European business centre (see Chapter 2.4 above). Thus it is based on creating the conditions in which major office space uses and other developments can be retained in, and attracted to, the City. The strategy for the Prestige Development Areas is to:

i. identify and promote sites suitable for large scale prestige developments;

the vast majority of the potential sites lie within the four identified components of the Prestige Development Areas. The identified sites present a wide choice and range available for prestige developments within the Plan period;

ii. encourage high quality new development, conservation of existing fine buildings and creation of public space in accordance with the Plan's environmental policies;

iii. achieve environmental and social benefits as part of new developments in accordance with the Plan's principal and mixed use philosophy, and achieve a range of supporting uses for the principal prestige developments;

Supporting uses:

when the principal prestige developments proceed, a range of supporting uses will also be acceptable, including:

- Small scale retail to serve local needs
- A3 catering and food and drink
- public space
- short stay visitor parking

iv. ensure satisfactory access, circulation and parking in accordance with the Plan's Transport Policies;

pedestrian linkages, particularly into the core of the City Centre, will be important.

13.7.28 Although prestige proposals will be supported throughout the City Centre in appropriate locations, four broad areas clearly fulfil these criteria, each defined a Prestige Development Area. The boundaries are identified on the Proposals Map:

i. Victoria Road/Dewsbury Road area between City Station and the M1/M621 island site. Within this area there are already a number of prestige office schemes completed or proposed, the main developments being the ASDA Headquarters on the south bank of the river, together with further ASDA office development to the west of Victoria Road. The Embankment office scheme on the north bank is a phased development nearing completion. Central Park was an early office development in the area. There are further permissions for major office development at Centregate (43,700 sq.m.) and Victoria Road (8,400 sq.m.), and several other opportunity sites. This area lies on the main approach to and from the core of the City Centre from the Ml and M621;

ii. Wellington Street/West Street area on the western side of the City Centre. Although there have been no prestige office schemes developed in this area, there have been planning applications for

prestige office development. The area is highly visible from the Inner Ring Road to which it is adjacent, at the City Centre end of the A65. There is already an outline planning permission for 60,500 sq.m. of prestige office space at the Citygate site and a planning brief for the area, containing other opportunity sites;

iii. Quarry Hill/Marsh Lane area on the eastern side of the City Centre. This area occupies a high profile location adjacent to the Inner Ring Road/A64 approach to the City Centre, and close to further Inner Ring Road proposals which will help improve access to the south and east. Quarry Hill is a major City Centre site, on which new headquarters for the Departments of Health and Social Security are already constructed. A Master Plan has been agreed for Quarry Hill which identifies potential for a further 75,000 sq.m. of prestige office floorspace. The Marsh Lane goods yard site represents another high profile prestige office opportunity to the east of Marsh Lane;

iv. Claypit Lane/Inner Ring Road area, on the northern side of the City Centre. This area also occupies a high profile location adjacent to the Inner Ring Road, and includes the Leeds Permanent Building Society's new headquarters.

PROPOSAL AREA STATEMENTS: PRESTIGE DEVELOPMENT AREAS

7. CENTREGATE

13.7.29 The site has great potential for prestige development, occupying a high profile strategic location with good access to the motorway network. Public space and pedestrian linkages across the site will be required. Planning permission has been granted for 18,600 sqm office scheme comprising 3 office blocks grouped around a central landscaped space.

8. APEX PARK

13.7.30 This site faces the main access points to the Ml and M62l in Leeds. It is a prominent site and represents an opportunity for a prestige office development, particularly on the Dewsbury Road frontage. Leisure, catering and public space would also be appropriate to support the main site use.

9. M1/M621 ISLAND SITE

13.7.31 This is a key gateway site into and out of the City Centre, located immediately at the end of the Ml motorway. Part of the site is required to

accommodate an M62l/Ml eastbound link as part of the Strategic Highway Network (see para 6.4.24). Given its high profile location and accessibility, it represents a major opportunity suitable for a range of uses, subject to detailed access arrangements. Prestige office use would be appropriate and hotel, conference, exhibition and leisure uses would also be acceptable. Planning permission has been granted for office development, which is currently under way.

10. SWEET STREET DEPOT

13.7.32 This site occupies a very high profile location on the approach to the core of the City Centre. It represents a further major opportunity for prestige office development with ancillary leisure, catering, small scale retail uses and public space. It also has potential for major leisure, conference/exhibition use or hotel use.

11. CITYGATE/WEST STREET

13.7.33 The area, including the Citygate site, has potential for the full range of prestige types of development as identified in Policy CC.31. With the exception of the Citygate site, the area is primarily a longer term development opportunity, being largely in existing industrial use or long-stay parking. The Council acknowledges that there is a need for a "buffer" zone along the boundary of the site with the Yorkshire Chemical Works and accepts that a non-food retail use and an area of publicly accessible space could provide one appropriate means of achieving the necessary transition. Development within the proposal area could provide ancillary leisure, catering and retail uses to support the main prestige types of use. There may be scope for car parking provision in accordance with Policies CCP1 and 2. Provision of public space and pedestrian linkages, including riverside access, will be required.

12. QUARRY HILL

13.7.34 This site represents a major development opportunity. The West Yorkshire Playhouse has already opened on the site and the 42,000 sq.m. headquarters for the Departments of Health and Social Security is now built and recently occupied.

13.7.35 A Master Plan has recently been agreed for the remainder of the site, identifying the necessary range of uses. Prestige office use is the principal use for the site. There is potential for approximately 75,000 sq.m. of prestige office space on the site in addition to the Departments of Health and Social Security building. Potential exists for a variety of leisure, entertainment and cultural uses, which would enhance the national and regional role of the City. Particularly appropriate would be uses which would complement the new Playhouse, for example a Film

Theatre, Concert Hall, and exhibition space (including museum/art gallery). Commercial leisure and sports, catering, ancillary retail and community uses would be appropriate. A public short stay car park is required to serve the major developments on the site and the eastern part of the City Centre in general, and should be reserved for short stay purposes. The inclusion of a major public space area is essential. The Master Plan also identifies a site for a hotel.

13.7.36 The site benefits from close proximity to the bus station (and is likely to be adjacent to any east Leeds Supertram route). Pedestrian linkages are critical, both across the site, and more importantly, towards the bus station, over the proposed Loop road system (St. Peters Street) into the Kirkgate Markets area and the core of the City Centre. The second City Centre rail halt proposal within the Marsh Lane area also lies close by.

13. MARSH LANE GOODS YARD

13.7.37 With completion of the Woodpecker Junction and Inner Ring Road Stage V, the Marsh Lane site occupies a highly visible location suitable for a range of prestige development, particularly on the Marsh Lane frontage. The backland part of the site may be appropriate for a range of employment uses which would not have a detrimental effect on the prestige office opportunity on the site frontage, or for uses supporting prestige development as referred to in paragraph 13.7.27. Public space and pedestrian linkages to surrounding areas will be required.

14. ELMWOOD ROAD AREA

13.7.38 This area comprises two sites, both currently operating as temporary long stay car parks. The site to the south of Elmwood Road adjacent to Leeds Metropolitan University Brunswick Terrace building, is the subject of a planning application for 8,500 sq.m. of office development. The site to the north of Elmwood Road is owned by the City Council. Together they constitute a prominent high profile area, located across the Inner Ring Road from the Leeds Permanent Building Society's new headquarters. Potential clearly exists for prestige office development. Opportunity also exists to achieve permanent public car parking provision in the north of the City Centre: subject to the detailed car parking guidelines there could be potential for short stay provision on this site. Other uses could include education, leisure, and a hotel. Educational use could help reinforce Leeds Metropolitan University's presence on the site to the south of Elmwood Road. Public space and pedestrian linkages across the site will also be required.

PRIME SHOPPING QUARTER

13.7.39 A major asset of the City Centre is the compactness of its shopping area, where most of the main high street multiples are located. The core of this area is pedestrianised, around Commercial Street and Lands Lane. A large part is within the City Centre Conservation Area, which contains further priceless assets: the large number of Victorian and Edwardian shopping arcades (for example the Thornton's and Queens Arcades). Priority for the enhancement of the arcades is essential - a process which is well in hand: the former County Arcade, and adjacent streets have recently been refurbished to create the "Victoria Quarter", a specialist shopping area. Four covered shopping centres - Merrion, St John's, Schofield's and Bond Street - provide a range of shop units. The area also contains a number of department stores, specialist shopping in the recently refurbished Corn Exchange, the famous Kirkgate Markets, and large numbers of traditional shopping streets catering for most of the region's shopping demands. The City Centre and particularly the Prime Shopping Quarter functions as the regional Shopping Centre, and fundamentally the UDP's planning policies and initiatives seek to maintain and enhance this regional role.

13.7.40 The continued success of City Centre shopping is fundamental to the strategic objectives for the City as a whole, as the consideration of the shopping strategy for the Centre indicated (paras. 13.6.7-11). It attracts large numbers of shoppers and visitors to the City Centre, is a major employer, and serves people who already live and work close to the City Centre. It is in the location most easily accessible to all within the District. In the face of competition from other town and city centres, and from out-of-town retailing, the strategy for the Prime Shopping Quarter seeks to achieve the conditions to ensure that Leeds City Centre's regional shopping role will be maintained and enhanced. The Quarter strategy is to:

i. retain the existing compact nature of the prime shopping area;

to maximise the convenience for shoppers, a compact Shopping Quarter boundary is identified on the Proposals Map. Policy CC21 seeks to encourage most retail developments to locate within this defined Quarter, whilst accepting that retail uses have a role to play of a small scale, local, and specialist provision nature in achieving the necessary mix of uses elsewhere in the Centre;

ii. ensure that sufficient sites are available to accommodate future growth in City Centre retailing and direct major retail development to the area;

to ensure that the City Centre can continue to compete with other 'regional' shopping centres, two major retail development

opportunity sites are identified which can accommodate the expected growth in retail floorspace provision within the Plan period: Kirkgate Markets and Templar Street, discussed in more detail in the Proposal Area Statements below. Elsewhere there may be scope for enhancement and renewal schemes, for example following the approach successfully adopted in the Victoria Quarter;

iii. protect identified active shopping frontages from non-retail development;

the shopping frontage policy is discussed in para. 13.6.11 (Policy CC22). It seeks to retain existing lively shopping frontages in primarily retail uses, and is thus fundamental to ensuring thriving shopping streets. The policy distinguishes between the function of different types of frontages: in some, there is a clear intention to maintain or promote a high proportion of retail uses, whereas in other areas on the fringe, there could be scope for those non-retail uses which would support retailing and provide variety for shoppers;

iv. achieve a greater mix of uses, where these do not prejudice the primary retailing function of the area, through differential shopping frontage policies and also the encouragement of use of upper floors and basements for non-retail uses;

a range of uses serving the essential needs of shoppers and visitors for rest and refreshment will be accepted above and below street level. These uses will be encouraged in appropriate parts of shopping streets, especially where they could spill out on to pedestrian areas without impeding shoppers progress. The use of vacant or under-used upper floors and basements for uses which, in that position, do not prejudice the successful functioning of ground floor retail will be generally encouraged. A number of uses might be appropriate, including:

Housing (see paras. 13.6.12-15, and Policy H7)
A3 Catering
A2 e.g. Banks, Building Societies and Betting Offices
Offices
Educational and Training uses
Small scale beauty and health care e.g. Dental Surgery, Health Studio
Entertainment and Leisure
Cultural uses
Community uses
Hotel and Tourist facilities

Priority is given to securing those uses which provide life throughout the day;

v. achieve a range of specific environmental improvements, through conservation, high quality new development, creation of public space and management of the Quarter, to make it more pleasant, attractive and safe for shoppers;

the City Centre Environmental Strategy (Chapter 13.4) seeks to achieve these objectives in its general approach to new development. Other initiatives are currently underway to make the Prime Shopping Quarter a more pleasant, attractive and safe place to shop;

vi. improve ease and comfort of movement to and within the Quarter by public transport, cycle and foot with specific regard to the needs of disabled people, in accordance with the WYLTP;

the WYLTP proposals (considered in Chapter 13.5) which include the introduction of the LRT system will greatly improve public transport access into the City Centre. The pedestrianisation extension and associated improvements should enhance conditions for pedestrians in the Centre and help to minimise vehicle/pedestrian conflicts. Access for disabled people is being improved through street design, dropped kerbs, the new ShopMobility Scheme, and the requirements for improved access standards for buildings. Potential cycle routes to the City Centre are being investigated, together with improved cycle facilities within the Centre itself;

vii. ensure sufficient short-stay shoppers' car parking is available to serve the area;

the need for new short stay shoppers' car park locations is considered in the section on City Centre transport (Chapter 13.5). Specific proposals for new developments (included as part of other development) are identified in Proposal Area Statements. Two are proposed within the Prime Shopping Quarter itself - at Templar Street and Kirkgate Markets. Others are very close to the Prime Shopping Quarter and would serve the Quarter e.g. Quarry Hill and Boar Lane. The car parks need to be accessed from the proposed Loop system, and should not entail drawing traffic into the core of the Prime Shopping Quarter where conflict with pedestrians could ensue. Increased disabled parking provision is being made in the Quarter;

viii. achieve a full range of facilities to serve the needs of all shoppers as part of new developments;

new facilities which will be sought in new developments include facilities for disabled people (e.g. the new ShopMobility Scheme), toilets, baby changing, seating, signposting and general information.

PROPOSAL AREA STATEMENTS: PRIME SHOPPING QUARTER

15. KIRKGATE MARKETS AREA

13.7.41 This is a key City Centre site, largely owned by the City Council. It contains the Kirkgate Markets, which draw shoppers from across the north of England and whose efficiency and attraction must be preserved and enhanced in any development of the remainder of the site. The latter offers the most important remaining area for retail expansion in the City Centre. It presents an exciting opportunity for quality shopping on a substantial scale which will add to the range of City Centre shopping and build upon regional attractions. Retail development should relate to the established prime shopping core to the west of Vicar Lane. The site is also a key stepping stone to surrounding proposals areas such as Templar Street and Quarry Hill, and to the Kirkgate area.

13.7.42 Food shopping will not be permitted unless it can be shown to be ancillary to other uses and not in competition with the Markets. An attractive shopping environment is sought with, for example arcades, shopping streets and squares, helping to create special retail character. It is envisaged that leisure uses will attract leisure-related shopping.

13.7.43 There is a major opportunity for leisure use, particularly as part of multi-purpose developments which can be adapted to cater for changing trends and varied accommodation requirements. Opportunities for family leisure activity will be particularly welcomed. The overall target is an attraction (or grouping of attractions) which adds to the range of facilities in Leeds for local residents and which enhances the City's visitor attractiveness, with potential for interaction with the West Yorkshire Playhouse. Proposals will also need to complement others existing or proposed in the City Centre, and at the nearby Armouries site.

13.7.44 An important aim will be to introduce a range of restaurant uses to encourage evening, weekend and lunchtime use of the area.

13.7.45 Other ancillary uses will be important in creating a lively mixed character including offices on a moderate scale and housing (particularly for singles and couples). Other specific essential elements proposed include short stay car parking for at least 1,000 spaces and a new open market as a

focal point in a new square. Pedestrian routes across the site are important and should link to all surrounding areas. A pedestrian bridge linking to Quarry Hill is particularly important. Reservation of a possible Supertram line across the site and station are also required which could provide interchange facilities with a new bus station.

16. TEMPLAR STREET

13.4.46 This site has potential for retail development, particularly in the medium to longer term. The Vicar Lane frontage has particular potential for retailing, and redevelopment for retailing could create the opportunity to upgrade the Shopping Frontages from secondary to primary. The site also has scope for subsidiary uses, particularly leisure and entertainment uses, linking to the Entertainments Quarter immediately to the west of the site and the Quarry Hill and Kirkgate Market areas, and significant office use predominantly above ground floor retail and leisure uses, to avoid prejudicing the continuity of shopping and leisure uses in the Prime Shopping Quarter. Catering (A3) uses would also be appropriate to complement the Entertainment Quarter. Residential development as a subsidiary element in positions which would not prejudice the priority retail and leisure functions of the proposal area would also be appropriate. The area represents a major opportunity for public short stay car parking, again linked to traffic management proposals, which will be required in any new development. Pedestrian linkages to Vicar Lane and Eastgate are particularly important, to overcome the barriers to movement towards the rest of the Prime Shopping Quarter, and thus to better integrate this potentially very significant development area. Movement across Eastgate and Vicar Lane should be substantially eased with the introduction of the Loop scheme. Public space should also be provided in any scheme. The site could benefit from proximity to a future eastern LRT route.

ENTERTAINMENT QUARTER

13.7.47 The Entertainment Quarter lies within the Prime Shopping Quarter forming a sub area of that Quarter. A distinct approach is adopted for the Entertainment Area, acknowledging that it still forms part of the Prime Shopping Quarter. Entertainment uses currently focus on the New Briggate, Headrow and Vicar Lane areas identified as the Entertainment Quarter on the Proposals Map. Although there are other important entertainment uses elsewhere in the Centre (for example the Headrow/Town Hall/Civic Theatre area and Quarry Hill, containing the West Yorkshire Playhouse), the Entertainment Quarter contains a major concentration of these uses. Within this area are the City Centre's two multi-screen Cinemas, the Grand Theatre, and a concentration of night clubs, public houses, restaurants and hot food takeaways. The area has become the City Centre's main evening entertainment area, attracting large numbers of people.

13.7.48 In order to increase the overall attractiveness of the City Centre and extend life throughout the day, there are significant advantages in concentrating entertainment uses in one specific area, provided that some entertainment uses can also be attracted within the mix of developments in other Quarters. It is not the intention to seek to concentrate all new entertainment developments in this Quarter, or conversely to exclude other uses from it. However, by promotion of the Entertainments Quarter, complementary uses will be encouraged to locate close to each other, offering benefits to customers and those employed in the Centre. A larger concentration of leisure uses will attract more visitors. It also provides a focus for provision by the City Council and private agencies of the necessary related facilities, such as car parking, information, enhanced lighting and environmental treatments, which in turn will encourage further leisure and entertainment uses to locate in the area.

13.7.49 The main objective for the Entertainment Quarter will be to provide a geographical focus for evening entertainment and associated uses. The strategy aims to:

i. encourage the location of new leisure and entertainment facilities within the Entertainment Quarter, which will contribute to the overall objectives of creating a living City Centre at all times;

this will be achieved by encouraging new Entertainment and Catering uses in vacant or under used upper floors and basements of buildings, where these uses do not prejudice the functioning of ground floor retail frontages consistent with Policy CC22, which makes generous allowance for ground-floor non-retail (particularly entertainment and leisure) uses within the Entertainment Quarter Entertainment uses will also be encouraged as part of new development.

ii. promote environmental improvements and the provision of facilities which will help support the Quarter's role as the entertainment focus;

concentration of some activities will enable facilities to be provided more efficiently and cost effectively, in turn leading to greater patronage. Evening car parking availability can be concentrated around the main areas of activity. Lighting and floodlighting can also be concentrated into specific priority areas for security and amenity reasons, for example on the main pedestrian routes from public transport and car parks to the entertainment uses. Provision of seating, widened pavements, and taxi ranks can also be focused on attractions within the Quarter. The style of improvements will be designed to reinforce the leisure role of the Quarter.

CIVIC QUARTER

13.7.50 Within the Civic Quarter identified on the Proposals Map there is a major concentration of civic and cultural uses, giving this part of the City Centre its own separate identity. The area contains the Civic Hall, Crown and County Courts, the Town Hall and new Magistrates' Courts. The Town Hall serves as the City's main concert hall, and is the venue of the Leeds International Piano Competition. The Civic Theatre, City Museum, Art Gallery and Library are also situated in this area, as well as a number of educational establishments including the College of Music. A proposed alignment for Supertram passes through the area.

13.7.51 Although there is a physical concentration of these activities, the area does not form an integrated whole. The area is also characterised by several vacant sites and buildings with potential for redevelopment and refurbishment. Further buildings are also likely to become available for alternative uses when the existing use ceases or moves elsewhere, for example the Magistrates' Courts moving from the Town Hall, and the closure of City of Leeds School. These sites and buildings represent a major opportunity to establish an integrated and co-ordinated Civic Quarter.

13.7.52 The main objective for this area will be to establish a major Civic and cultural Quarter where people will enjoy coming to visit and work, for business or for entertainment. This calls for enhancement of the civic presence and the existing cultural elements. The strategy is thus to:

i. support a variety of uses in new and retained buildings to bring life and vitality into the area at all times;

the principal uses for the area should be civic, administrative and cultural. In terms of cultural facilities, it signals support for the enhancement and further provision of facilities at the Town Hall, Museum, Art Gallery and Civic Theatre. The general principal use policies (Policy CC27) applies. This area has potential for a considerable range of other uses within the principal use philosophy including:

- Offices (particularly prestige offices on the Civic Hall C & D Car Parks and offices at Centaur House*)*
- Hotels
- Entertainment and Leisure
- Arts facilities such as studios and workshops
- Ancillary retail and catering uses
- Housing
- Major public space

- Visitor car parking (short stay)
- Education and training

A major area of public space will be required as an essential component of any redevelopment proposals. Civic uses will not be allowed to become the exclusive use in the area. Interest and activity should be created at street level wherever possible in new development and refurbishment, in order to retain the frontages and add life, interest and security to encourage people to come into the area;

ii. ensure the development of vacant sites in a co-ordinated way, both visually and functionally, with high quality new buildings and attractive public spaces that enrich the townscape yet respect their setting;

iii. enhance existing spaces, and form a variety of new public spaces to fulfil a range of functions and encourage public access and use;

iv. conserve the existing fine buildings and skyline features which give the area its own unique identity, and are an essential part of the City's heritage and future. Safeguard and strengthen vistas of key landmark buildings;

v. improve accessibility to and within the Civic Quarter;

the City Centre traffic management proposals seek to:

- minimise unnecessary through traffic using the Civic Precinct;
- ensure good accessibility for all sites and uses within the Quarter;
- improve conditions for pedestrians within and into the Quarter, and in particular minimise conflict between pedestrians and vehicles;
- encourage improved public transport penetration into the Civic Quarter, including a possible LRT route across the area;
- require the provision of a public short stay car park to serve the Quarter, and adjoining Quarters.

13.7.53 A planning framework is being prepared to guide and co-ordinate development within the Civic, Hospital and Education Quarters. This expands upon the Quarters Statements in the UDP and will need to be considered by developers in drawing up development proposals in the area.

17. CIVIC QUARTER PROPOSAL AREA

13.7.54 Within the Quarter initial efforts will need to concentrate on establishing priorities for the future use and refurbishment of the following existing key buildings and sites:

Education Board/21 Gt. George St./Cookridge Street buildings;
Chorley & Pickersgill building/4 Gt. George St;
Electric Press Building; 39 Cookridge St;
Town Hall;
City of Leeds/Thoresby High School; 2 Gt. George St;
Leeds College of Technology (a possible redevelopment opportunity);
Civic Theatre;
Civic Hall C (Portland Way) & D (Portland Crescent (North)) car parks;
the current short-stay car park off Portland Crescent (South);
Leeds College of Art and Design;
School of Music;
College of Commerce.

HOSPITAL QUARTER

13.7.55 The objectives of the UDP strategy for this Quarter are to:

i. facilitate the Leeds General Infirmary's consolidation on its City Centre site and accommodate its main functional requirements;

ii. ensure new building is of high quality and meets agreed urban design principles, and ensure the conservation of existing fine buildings in accordance with the Plan's environmental policies. One particular objective is to secure a strong visual identity for the south and east fronts of the LGI;

iii. ensure appropriate levels of visitor parking (in terms of numbers, location and availability at all times) and other parking in the context of the Plan's transport policies, and to pursue the opportunity to encourage the introduction of a

park-and-ride system;

iv. resolve vehicular access and circulation in order to accommodate likely development proposals and increased intensity of use, in the context of the Plan's transport policies;

v. identify a range of appropriate uses for any buildings which may be released from non-hospital-related use;

vi. improve pedestrian, cycle and public transport accessibility to the hospital;

vii. ensure adequate provision of public space to meet the needs of patients, staff and visitors.

PROPOSAL AREA STATEMENT: HOSPITAL QUARTER

18. LGI

13.7.56 United Leeds Teaching Hospitals have obtained planning consent for the erection of a 7 storey hospital wing providing a new accident and emergency unit, new operating theatres, cardiothoracic and neurosurgery services, and general ward accommodation, subject to the completion of a Section 106 Agreement. Further development proposals in the Proposal Area will need to be considered in relation to the above objectives for the Quarter. Development will also need to be seen in the context of the Planning Framework for the Civic, Hospital and Education Quarters as discussed in para. 13.7.54 above.

EDUCATION QUARTER

13.7.57 This area consists of the central Leeds University Campus, and the main Metropolitan University buildings, Calverley Street. The main objectives for the Quarter are to:

i. facilitate the University of Leeds and Leeds Metropolitan University's consolidation and expansion on their City Centre sites and accommodate their main functional requirements, though not seeking to limit all the Universities' related development to the Education Quarter;

ii. retain and enhance the character and identity of the Education Quarter and reinforce its sense of place;

this should be achieved by the encouragement of uses functionally related to the Universities; and by securing good

urban design in terms of sensitive, high quality new buildings, the creation of further attractive and functional spaces, and the conservation of fine buildings and features;

iii. improve interlinkages between the Education Quarter and the rest of the City Centre;

in particular by encouraging a wider use of University/Metropolitan University resources in terms of buildings, facilities and spaces; encouraging improved public transport penetration of the Quarter; and improving pedestrian and cycle routes into and across the Quarter, through new and improved provision;

iv. encourage the provision of extra student housing, and to resist the loss of existing housing to other uses;

v. ensure appropriate levels of visitor and other parking in the context of the transport policies, and to pursue the opportunity to encourage the introduction of suburban park and ride;

vi. resolve vehicular access and circulation, in order to accommodate likely development proposals and increased intensity of development within the context of the transport policies.

13.7.58 A Planning Framework is being prepared in conjunction with the main landowners to guide and co-ordinate development within the Civic, Hospital and Education Quarters. This expands upon the Quarters Statements in the UDP and will need to be considered by developers in drawing up development proposals in the area.

PROPOSAL AREA STATEMENT: EDUCATION QUARTER

19. UNIVERSITY CAMPUS (South East)

13.7.59 The Universities are currently pursuing proposals to develop a system of science parks within the District. This area has been identified as the potential site for a core science park, (Use Class B1(b), with ancillary B1(a) office B1(c) Light Industry), consisting of an innovation centre providing a technological base, starter units and step up units. A development of this nature would relate functionally to the principal and subsidiary uses in the Quarter, and would also help improve linkages with the rest of the City Centre in terms of both business and physical linkages. Consideration of any proposal on the site will need to take account of the objectives for this Quarter. A range of uses to provide variety and life is proposed, including:

Housing
Student housing
Hotel
Catering uses
Leisure
Public space
Conference/exhibition facilities
Small scale retail, to serve the other land uses.

Improved accessibility will be required for car, public transport, cycle and pedestrians. Provision of public space will be an essential component of any development.

20. CLOBERRY STREET

13.7.60 Situated at the western end of the University campus, this area is primarily surrounded by housing. It has been identified as a potential development site by the University. In addition to the primary University or education use, it represents a particular opportunity for student housing provision. Other uses appropriate would include general housing, small hotel or other visitor accommodation or leisure uses, and residential institutions use.

RIVERSIDE AREA

13.7.61 The Riverside Area running east-west along the river is identified on the Proposals Map and general Policy CC28 applies. Within this Area there is no intention to encourage any one particular predominant use, but to encourage a mix of complementary uses which add life and variety to this part of the City Centre. In the identified Riverside Area there is the scope and opportunity to provide variety, and to introduce uses which may benefit from or prefer to be located close to the environmental asset and opportunity of the river, such as housing and leisure uses. In parts of the Area there is already a mix of new uses developing, for example along The Calls, where new offices, studios, housing, hotel, and catering uses have all recently been completed. Further infill and refurbishment can follow this approach. Several major development sites occur where there is the opportunity to achieve a variety of uses.

LEEDS WATERFRONT

13.7.62 Development interest continues to increase along the River Aire waterfront in the urban area. Its full potential, particularly within the central area, has still to be realised, where it can act as a catalyst for further regeneration. The Leeds Waterfront Strategy has, therefore, been produced and approved by a number of partner organisations. Armley Mills forms the western boundary and the Strategy covers the Central

Area, running 6.5km along the river and canal corridor, formed by the Aire and Calder Navigation and the Leeds and Liverpool Canal, to Thwaite Mill in the east. Leeds Waterfront is identified under Policy R2 as an area policy initiative to create a safe, attractive and sustainable environment that supports the vision of adding vitality to Leeds' waterways and waterfront through good planning and design.

13.7.63 The Waterfront Strategy is now entering the implementation phase where the main aims are to consider:

- ways of increasing the vitality of the area
- opportunities for improving pedestrian access to and along the corridor and in particular links with the City Centre
- maintaining and enhancing the important elements of character
- how open water could be the focus of regeneration, rather than a back drop to it.

Other key issues include lack of activity along the waterfront and on the water itself and poor linkages both to the waterfront from surrounding areas, land contamination, flooding and water quality.

Implementation of this Strategy is proceeding with City Council partners: British Waterways; the Environment Agency, Leeds Civic Trust, and EYE on the Aire. The Strategy will primarily be used to guide private sector development and also as a bidding document for external grant aid.

RIVERSIDE AREA STATEMENTS:

21. SOVEREIGN STREET AREA

13.7.64 The area lies within the Urban Development Area and is the subject of a recently agreed planning framework. This identifies the area as principally being developed for office use, with scope for some ancillary retail, catering and leisure uses associated with a major north-south pedestrian thoroughfare through the area, and a central public space. There is also provision for public car parking. Pedestrian links are indicated in the planning framework.

13.7.65 This is clearly a major opportunity site, best developed as a whole. Although the main potential is for prime office development, with prestige office development on the Neville Street frontage, it is important to introduce other uses to prevent a total office dominance. These other uses include short stay car parking, conference facilities, major leisure or cultural facilities, to draw people south of the railway, ancillary small scale retail and catering uses along pedestrian routes, especially the major north-south pedestrian route, public space, and housing on the Riverside. Use of the railway arches for leisure, retail and ancillary uses would help break the 'railway barrier', and a south concourse for the railway station, although there may be structural and ownership difficulties in

implementation of these proposals which will need to be addressed. Improved pedestrian linkages along the Riverside and to Briggate should also be provided and an additional pedestrian link across the river.

24. BOWMAN LANE

13.7.66 A planning permission has been granted for a leisure development on the western part of this site. The proposal area represents a major opportunity for a Riverside mixed use development. Immediately to the West of the site is a large Riverside housing scheme (Victoria Quays). To the East is Clarence Dock, the site of the proposed new Royal Armouries development (see para. 10.3.12). Uses in this Proposal Area have the potential to link to these adjacent developments, and to mixed uses on the north bank of the river, linked by a new footbridge across the river. The area has potential for prestige offices at the eastern end of the site (Crown Point), major leisure and tourist provision, heritage related uses, housing, public space (indicated diagrammatically on City Centre Inset Map II with specific location to be determined), catering uses, and short stay car parking to serve uses within this proposal area. Pedestrian routes along the river bank in each direction are important. The proposed Supertram station on a route running along the south of the site will add to the attraction of the area.

25. CLARENCE DOCK

13.7.67 Focused around Clarence Dock, this area presents a major opportunity for mixed use development. In accordance with Policy LT5B it presents an opportunity for major tourism and leisure facilities, including the site of the new Royal Armouries Museum, which will house some of the best of the Royal Armouries collection from the Tower of London, and include a range of display, demonstration and entertainment areas. The museum could act as an anchor use for a range of ancillary and specialist retail uses, bars, restaurants and other catering uses, and a hotel. Clarence Dock is the largest water space in the City Centre and provides a unique opportunity for water based activity which can contribute to increased use of the river in Leeds generally. There is great potential for water based leisure and recreation activities. These could include moorings for leisure craft, display and trade boats and a water-bus stop. Any development would also be expected to enhance and complement the Royal Armouries scheme which is now on site. As part of the mixed use approach to the area, there is also potential for office use, further leisure provision (major public attractions providing a focus for family and evening entertainment), and housing (potentially including student housing). Such developments should not prevent access to the dockside for the repairing, servicing and provisioning of boats moored within the dock. Substantial car and coach parking facilities will be required to serve the development. The proposed Supertram route will also serve the site, providing good links with the core

of the City Centre and park-and-ride facilities. Public space will be an important element of development, together with pedestrian linkages along the river, providing good access to and from the heart of the City Centre. A spur link for the Trans Pennine Cycle Trail will also be required (see City Centre Inset Map II). In order to access the site, it has been proposed to extend Chadwick Street to Sayner Road (see City Centre Inset Map II). Attention is needed in all development proposals to Yorkshire Chemicals existing industrial use to the west of the site. This could have an impact upon development proposals. Development proposals will also need to respect the Eastern Riverside Conservation Area which affects part of this Proposal Area.

26. ROUNDHOUSE AREA

13.7.68 This area contains the listed Railway Roundhouse, which has potential for refurbishment for heritage, leisure and tourism type uses to develop the historic nature of the building and surrounding area within the setting of the Leeds-Liverpool Canal. There is also scope for further leisure and heritage uses, an opportunity for mixed commercial development, and public space linked to the canal. Pedestrian linkages along the canal are important to integrate this site with the rest of the City Centre. Pedestrian linkages across the canal and river to the Aireside Centre would be very desirable, and links west beyond the Armley Gyratory must be secured.

27. EAST STREET

13.7.69 This area benefits from a south facing riverside environment, containing some attractive buildings. To the north is East Street and the line of the proposed East Leeds Radial (Proposal T20). The area north-east of East Street contains a number of listed buildings, including East Street Mills, St Saviour's Church and Parochial School and Mount St Mary's Church. On the opposite side of the river is the major Clarence Dock Proposal Area (para. 13.7.68). There is potential within this area for a mix of uses to complement development of Clarence Dock including commercial/leisure uses. The area could provide opportunity for leisure/tourism related uses, hotel, restaurant use, residential and office use. Planning permission already exists for office development at Waddington's Yard at the western end of the site. Pedestrian linkage along the river, and across to the Clarence Dock site are important. Development proposals will also need to respect the Eastern Riverside Conservation Area which affects part of this Proposal Area.

27a. WAREHOUSE HILL

13.7.70 This prominent south facing riverside site provides a major opportunity to combine new building and public space with conservation of adjoining buildings, for uses in keeping with the Riverside Area Policy. When

developers propose new building, or change of use of existing buildings then a significant element of leisure and tourism uses would be particularly acceptable, perhaps with retention of complementary business uses. Together these should capitalise on the active use of the river, and the river bank setting, and complement the creation of a significant publically accessible riverside space. To help foster the appropriate leisure/tourism character of the area, leisure uses of the lower floor of existing buildings on the northern boundary of the site or of new buildings on the site would in principle be encouraged to spill out into the public space part of the Proposal Area.

OTHER AREAS: PROPOSAL AREA STATEMENTS

28. MARSH LANE/SAXTON LANE

13.7.71 This area currently suffers blight from strategic highway proposals (Inner Ring Road Stage VI). Completion of these schemes will open up the area and create a number of development opportunities. There are also possibilities of a new railway station in the Marsh Lane area (Policy T11) and a possible East Leeds Supertram route serving the area. The area has potential for a number of commercial uses, particularly business use, light industry and office use, office use being particularly appropriate on the Marsh Lane frontage. Residential use would be acceptable to complement adjacent housing in the Saxtons. There is also potential for heritage/leisure use in the southern part of the Proposal Area to the south east of Richmond Street to complement uses proposed in Proposal Area 27. Pedestrian linkages into the core of the City Centre will be particularly important, together with linkages from adjacent housing areas. Development proposals will also need to respect the Eastern Riverside Conservation Area which affects part of this Proposal Area.

29. NORTH STREET CAR PARK

13.7.72 This site is now in use as a temporary car park, adjacent to Centenary House, which is currently occupied by the Deaf and Blind Institute, but which is likely to be vacated when the Institute find an alternative location. The combined site could be appropriate for a new development for the Institute. Other possible uses include offices, leisure, community facilities, and education.

30. DUNCOMBE STREET

13.7.73 This site was the subject of a 6,500 sq m. office scheme which was agreed in principle subject to a Section 106 Agreement, but not implemented. A planning brief has been agreed for the site, for office use. Housing, including student housing could also be appropriate to complement existing housing in the Marlboroughs. A significant area of

public space will be required to be retained and laid out as part of any development, primarily to serve local housing.

31 A HOLBECK URBAN VILLAGE STRATEGIC HOUSING AND MIXED USE SITE (H3-1A.44)

13.7.74 The area of Holbeck around Globe Road, Water Lane and Marshall Street was the cradle of the industrial revolution in Leeds. A range of mills and workshops were built by entrepreneurs which have resulted in a legacy of outstanding industrial heritage, including important buildings such as the Grade 1 listed Temple Works and the listed Italianate towers at Tower Works. The area contains two Conservation Areas: CA40:Central Area-Canal Wharf and CA62-Holbeck.

13.7.75 The area has been in decline for some time and is in need of focused regeneration. This was recognised in the 2001 Adopted UDP which included "Proposal Area 31 Holbeck", advocating a variety of uses through new development and redevelopment. The idea of promoting part of this area as an "Urban Village" was agreed by the City Council in May 1999 with the aims of regenerating the area as a physically, socially and economically sustainable community; protecting and enhancing the built heritage with appropriate new uses; and protecting existing employment whilst providing new opportunities and training. Due to the potential large scale contribution to housing supply, which Holbeck Urban Village presents, this intention is now recognised as a 'Strategic Housing and Mixed Use Site' under Policy H3-1A (Phase 1 housing allocation, 2003-8).

UNDER POLICY H3-1A.44, LAND IS ALLOCATED AS A STRATEGIC HOUSING AND MIXED USE SITE, SUBJECT TO:

i. PREPARATION OF A FRAMEWORK WHICH WILL PROVIDE GUIDANCE ON THE SUSTAINABLE DEVELOPMENT, MIX AND LOCATION OF USES, CONSERVATION AND URBAN DESIGN ISSUES, THE PUBLIC REALM, PEDESTRIAN PERMEABILITY, VEHICULAR ACCESS, PARKING, AND METHODS OF IMPLEMENTATION;

ii. PREPARATION OF DEVELOPMENT BRIEFS FOR KEY SITES;

iii. RETENTION OF A SIGNIFICANT EMPLOYMENT ELEMENT, INCLUDING EXISTING AND NEW BUSINESSES;

iv. PROVISION OF COMMUNITY, CULTURAL, LEISURE AND SERVICE FACILITIES;

v. AN APPROPRIATE LEVEL OF AFFORDABLE HOUSING BEING PROVIDED;

vi. ENVIRONMENTAL IMPROVEMENTS TO THE PUBLIC REALM, INCLUDING OPEN PUBLIC SPACE, PEDESTRIAN ROUTES,

THE HOL BECK AND THE LEEDS LIVERPOOL CANAL;

vii. FINANCIAL SUPPORT FOR PUBLIC REALM AND HIGHWAY NETWORK IMPROVEMENTS;

viii. A SATISFACTORY FLOOD RISK ASSESSMENT, INCORPORATING AN APPROPRIATE DRAINAGE STRATEGY (INCLUDING ANY OFF-SITE WORKS), SHALL BE UNDERTAKEN ENCOMPASSING THE WHOLE AREA AS DELINEATED WITHIN THE ALLOCATION SITE;

13.7.76 A Revised Planning Framework was adopted in December 2005. It is intended that a vibrant sustainable community, based on a balanced mix of uses and the conservation of the outstanding historic environment is created where people will want to live, work and relax.

13.7.77 The housing provided will offer a range of sizes, tenures and prices to encourage a genuine social mix and balance within the residential community. There could be opportunities for "live/work" units. Careful design, location and configuration of uses will ensure the conservation and reuse of the historic fabric and minimise residential disturbance by other activities within the development.

13.7.78 Housing will be just one element in this sustainable community. Other uses such as community, cultural, leisure and service facilities will be important components, together with a high quality public realm, providing a safe, attractive environment, where the pedestrian and cyclist will have priority. This will include open public spaces, pedestrian routes within, and linking to beyond, the Urban Village area and the utilisation of pedestrian/cycling opportunities along the Hol Beck and Leeds Liverpool Canal. The Framework will reflect the policies operating in the "Riverside" and "Waterfront Strategy" areas and adjoining Beeston /Holbeck Comprehensive Neighbourhood Renewal Area. Employment will remain a key element, although some reconfiguration and relocation will be necessary. It is intended that business support and advice will be available to existing and new businesses.

13.7.79 Particular attention is paid in the Framework to the relationship of development opportunities to the River Aire/ Leeds-Liverpool Canal and the heritage rail and canal and industrial infrastructure at Tower Works and the Canal Basin to maximise the potential of these areas for leisure and tourism development and public space. The Canal Basin offers opportunities to create a high quality mixed-use development in a key waterfront location, and to link Holbeck to the City Centre in a way that will benefit both areas and assist regeneration within the Urban Village. Developers will be encouraged to create and enhance pedestrian routes through the area. Similarly, the Framework will guide development in the Holbeck (Holbeck Lane) area outside the City Centre boundary, respecting the dominance of employment use in the immediate area and its importance as a local source for jobs.

13.7.80 The City Council has been working closely with Yorkshire Forward and other partners to pursue the vision of the Holbeck Urban Village, although the exact form of the delivery vehicle has yet to be decided. Yorkshire Forward can offer valuable regeneration expertise, financial support and Compulsory Purchase Powers. Existing landowners and prospective developers continue to be closely involved in the project and some major developments have already commenced, which presents the option of securing developer contributions towards public realm and highway improvements.

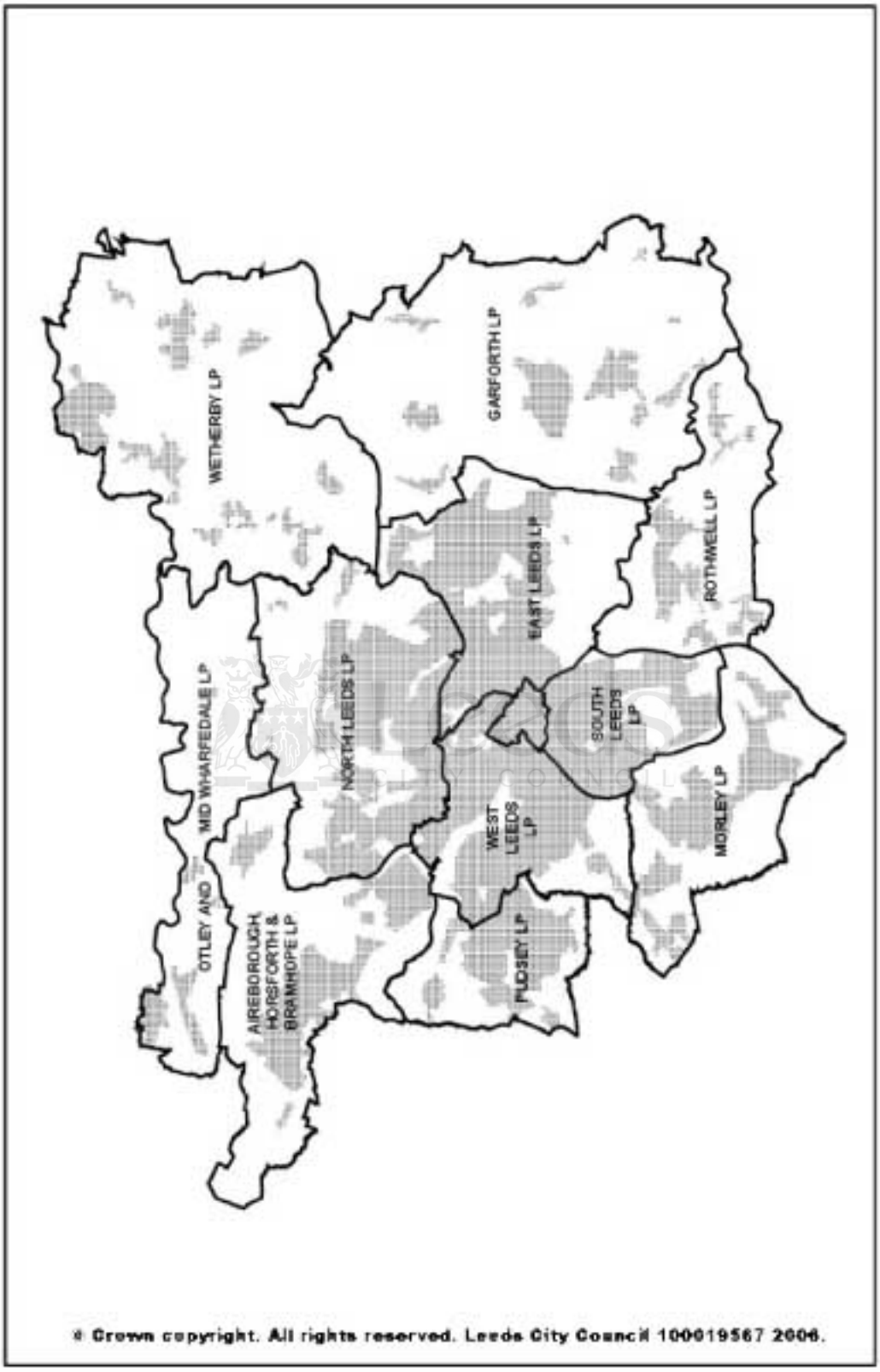
OTHER AREAS

13.7.81 The proposals made in the UDP for Quarters, Development Areas, Proposal Areas and Mixed Use Area provide almost complete coverage of the City Centre, and define policies appropriate to those areas and sites. Four areas where the existing predominant use is residential, but which fall outside Quarters, PDAs, Riverside or Proposal Areas, have been identified in the discussion on City Centre housing (para. 13.6.13): Clarendon Road, Marlborough Street, Hanover Square and Blenheim Terrace, where change of use or redevelopment of residential to non-residential use will be resisted. In the remaining parts of the City Centre, the UDP does not promote change for a particular use or mix of uses, since ample opportunity for the principal uses is identified in the identified areas. Nevertheless there will be some inevitable building redundancy, and some interest in change of use in these residual areas. In these areas therefore only proposals for City Centre related uses, and small scale industrial and distribution uses, will be acceptable in principle, so long as they do not conflict with the aims of other Policies and proposals. In the Water Lane/Sweet Street parts of Holbeck (outside the Prestige Development Area) there are no proposals advanced for wholesale redevelopment for large scale uses. Instead existing businesses in the area will be encouraged to remain, and changes proposed will be managed to facilitate the gradual evolution of the area as an integral part of the City Centre. Accordingly:

CC30: WITHIN THE CITY CENTRE DEFINED BY POLICY CC2, OUTSIDE THE DEFINED QUARTERS, PRESTIGE DEVELOPMENT AREAS, RIVERSIDE AREA, PROPOSAL AREAS AND REGENT STREET AND CROWN POINT RETAIL WAREHOUSE AREAS, DEVELOPMENT FOR SHOPPING (EXCEPT ANCILLARY SHOPPING), MAJOR INDUSTRIAL (B2-B8 INCLUSIVE) USES, AND ENTERTAINMENT (CLASS D2) USES WILL NOT NORMALLY BE PERMITTED. OTHER PROPOSALS WILL BE JUDGED ON THEIR MERITS.

SECTION III:

AREA AND SITE STATEMENTS



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14. AIREBOROUGH, HORSFORTH AND BRAMHOPE

14.1 AREA STATEMENT

14.1.1 This area lies in the north-west of the district, comprising the communities of Guiseley, Yeadon, Rawdon, Horsforth, Hawksworth and Bramhope. Part of the area is rural in nature with land rising to the highest points in the Leeds district on Hawksworth Moor and the southern slopes of Otley Chevin.

14.1.2 Leeds-Bradford Airport lies within the rural area.

14.1.3 The area was covered by the Aireborough, Horsforth and Bramhope Local Plan adopted in September 1989 and new UDP development proposals are therefore limited. Significant proposals in this area are:

i. a proposal encompassing High Royds Hospital necessitated by its gradual closure within the UDP period, but retaining its overall Green Belt status,

ii. housing proposals at Westbrook Lane/Brownberrie Lane, Horsforth; and West Lea Farm, Yeadon;

iii. employment proposals in Guiseley, Yeadon and in the vicinity of the Airport, with scope for the continuing growth of the latter;

iv. two sites are included within Policy GB7 as major developed sites within the Green Belt, where alternative uses and some infill may be acceptable. These are at Airedale and Wharfedale College, Calverley Lane, Horsforth; and High Royds Hospital, Guiseley.

14.2 UDP SITE PROPOSALS

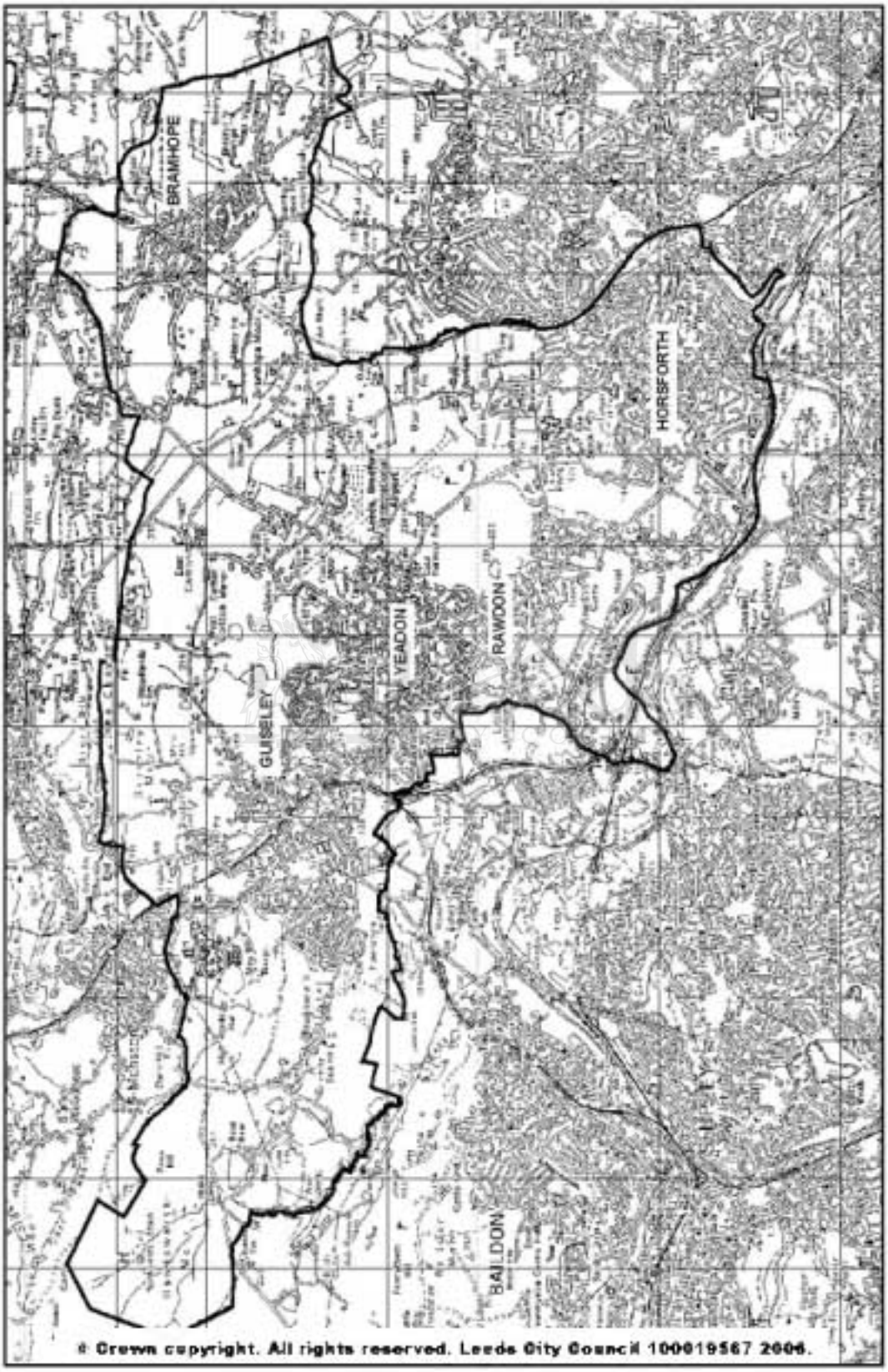
14.2.1 WESTBROOK LANE/BROWNBERRIE LANE, HORSFORTH

Under Policies H3-1A:39 and H3-3A:19, a total of 3.9 hectares of land is allocated for housing at Westbrook Lane, Horsforth, subject to:

INSULATION TO BRING INTERNAL NOISE LEVELS WITHIN AN ACCEPTABLE LEVEL.

The site forms part of the playing field complex at Trinity and All Saints' College. It is considered that development will form an acceptable extension to existing housing without compromising the Green Belt

AIREBOROUGH, HORSFORTH AND BRAMHOPE



function of the adjoining area. The site is a greenfield location in terms of PPG3 and as such falls into Phase 3 of the housing strategy, with the exception of land which is subject to an extant planning consent which would fall within Phase 1 of the housing strategy.

The site also abuts the Green Belt and the requirements of Policy N24 will apply. Development of these playing fields is only acceptable subject to the requirements of Policies N2, N4 and N6.

The site is exposed to aircraft noise levels which require noise control measures in new dwellings.

14.2.2 WEST LEA FARM, YEADON

Under Policy H3-1A.21, 2.1 hectares of land are allocated for housing at West Lea Farm, Yeadon, subject to:

i. ACHIEVING SATISFACTORY ACCESS FROM THE A65, INCLUDING PROVISION OF SIGHT LINES AT THE JUNCTION;

ii. RESOLUTION OF POTENTIAL CONFLICTS OF ACCESS TO THE SITE AND EXISTING SCHOOLS, INCLUDING PROVISION OF ADDITIONAL CAR PARKING FACILITIES FOR THE SCHOOLS;

iii. RETENTION OF A FOOTPATH LINK BETWEEN MILNER'S ROAD AND WEST LEA CRESCENT;

iv. RETENTION OF AN OPEN LINK IN THE EXISTING LOCAL GREEN CORRIDOR BETWEEN THE FORMER RAILWAY RECREATIONAL FOOTPATH AND OPEN LAND TO THE SOUTH.

The site lies within the urban area, adjacent to existing housing and schools. On-street parking is, at present, a problem in this area, particularly related to two schools. The development of the housing site should seek to improve, not exacerbate, this problem.

The site adjoins the recreational footpath along the former railway line which forms an important link in a local green corridor. An informal footpath crosses the site. In the context of Policy N9, therefore, it is important for these corridor functions to be safeguarded.

14.2.3 HARROGATE ROAD/WARREN HOUSE LANE, YEADON

Under Policy E4 (1), 20.9 ha of land is allocated for employment use.

Under Policy E18 (1), 8 ha of the site is identified as a key business park and also promoted for prestige office development under Policy E19. Policy E8 (1) identifies the remaining 12.9 ha of the site as a key employment site. Development is subject to:

i. ACCESS FROM THE A658 VIA A ROUNDABOUT JUNCTION WITH ADDITIONAL ACCESSES FROM WARREN HOUSE LANE;

ii. INNOVATIVE AND HIGH QUALITY DESIGN ON THE SOUTH-EAST FRONTAGE TO REFLECT THE HIGH PROFILE NATURE OF THIS PRESTIGIOUS LOCATION;

iii. RETENTION AND STRENGTHENING OF EXISTING WOODLAND ALONG THE NORTHERN AND EASTERN BOUNDARIES;

iv. AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE LOCATION OF THE KEY BUSINESS PARK, PRESTIGE OFFICES AND OTHER EMPLOYMENT USES, LANDSCAPE AND ACCESS.

In the Local Plan the site was proposed for airport-related uses, (airport services and facilities; light industry and research and/or distribution) on the eastern side fronting Harrogate Road and reserved for that use on the western side in the longer term.

It is now appropriate to propose a business park of approximately 8 hectares including prestige offices on the south east part of the site to take account of the employment potential the site offers in this prestigious location opposite the Airport entrance. The opportunity for prestige development will be reflected along the Harrogate Road/Warren House Lane frontages. The desire for an innovative and high quality design should have regard to policies N12 and N13. The B1 development in the form of a business park is likely to be about 8 hectares. The remainder of the site is reserved for employment uses to provide for general need in the area. Industry will be more appropriately located away from the road frontages so as not to detract from the prestige location.

The balance of uses within the whole site will, however, need to be assessed against the potential traffic implications in the wider area. This will form part of the agreed planning framework required for the site.

Recent planting should be retained and strengthened within the site to enhance its visual importance.

The Civil Aviation Authority must be consulted on aeronautical safeguarding aspects of the height and design of buildings in proximity to

the Airport.

Access to the site will be via a roundabout junction on the A658 subject to appropriate technical standards. Additional accesses to the site may be taken from Warren House Lane subject to appropriate junction spacing and upgrading of the carriageway width to appropriate standards. Closure of the existing access on to the A658 at the northern end of the site will be required.

Planning permission has been granted for an expansion of Carlton Works on land between Cemetery Road and the western edge of the proposal site.

14.2.4 WHITE HOUSE LANE, YEADON

Under Policy E4(2), 4.6 ha of land is allocated for employment use at the junction of White House Lane and Harrogate Road, Yeadon, subject to:

HIGH QUALITY DESIGN REFLECTING ITS PROXIMITY TO A PROMINENT SITE.

In the Local Plan, the site is designated Green Belt and part included within the Airport Operational Land Boundary. This land is no longer required for airport operational purposes and makes no effective contribution to the Green Belt.

The site is surrounded by development or development sites and at a focal point opposite a prestigious site and at the airport terminal approach. Employment uses which reflect the prominence of the site and acknowledge the limitations to highway corridor capacity will be acceptable.

Any culverting of Carlton Beck and infilling of the site prior to development should be agreed with the National Rivers Authority and Leeds City Council.

The Civil Aviation Authority must be consulted on aeronautical safeguarding aspects of the height and design of buildings in proximity to the Airport. The desire for a high quality design should have regard to policies N12 and N13.

14.2.5 GREEN LANE, YEADON

Under Policy E4(4), 2.1 ha of land is allocated for employment use on land between Green Lane and Henshaw Lane. Subject to:

i. ACCESS FROM GREEN LANE ONLY;

ii. SATISFACTORY CARRYING OUT OF A CONTAMINATED LAND SURVEY AND ANY NECESSARY REMEDIAL MEASURES.

The site is part of the existing Green Lane Depot, which will become surplus to requirements within the Plan period. It is considered suitable for light industrial use only, due to its proximity to housing and associated environmental concerns.

Access is restricted to Green Lane only for reasons of highway safety.

The existing Aireborough Allotments Association premises at the north of the site should be retained with its existing access or re-located on a suitable site within the area covered by the Association.

Prior to any development, a contaminated land survey should be carried out, including the effect of the salt store and having regard to paras. 5.3.34-38, Chapter 5, Environment.

14.2.6 LOW MILLS, GUISELEY

Under Policy E4(5), *7.2* ha of land is allocated for employment use southern ends of Ghyll Royd and Milner's Road, and identified as a key employment site under Policy E8(2) reserved for manufacturing and distribution use. Subject to:

i. RESOLUTION OF SATISFACTORY ACCESS WHICH SHOULD BE FROM GHYLL ROYD ONLY;

ii. STRUCTURE PLANTING ON THE EASTERN EDGE NEAR MILNER'S ROAD;

iii. CONSULTATION WITH AND AGREEMENT OF WEST YORKSHIRE WASTE DISPOSAL AUTHORITY ON RECLAMATION OF THE CLOSED WASTE DISPOSAL SITE WITHIN THE SITE;

iv. CLOSURE OF THE SOUTHERN PART OF MILNER'S ROAD AT THE NORTHERN EDGE OF THE FORMER RAILWAY LINE.

The proposal site comprises two existing industrial areas and a former landfill site. The latter is known to be gaseous. The extent of development will depend on the capacity of the signalled junction with the A65. It is hoped that the closed waste management site can be reclaimed.

The creation of a new access via Ghyll Royd will allow the closure of the southern part of Milner's Road and the removal of industrial traffic which is currently a source of conflict with the road users. The recreational

footpath along the former railway, which is also a proposed LNA, can then become uninterrupted at this point. There are two definitive public footpaths which will need to be taken into account at the new access.

Existing mature trees adjoin the site and will form a visual buffer to nearby existing and proposed housing areas. This will need to be extended, particularly along the eastern side of the site in accordance with Policy N27.

The designated SSSI (Yeadon Brickworks and railway cutting) adjoining the southern end of the site must continue to be protected in consultation with English Nature.

14.2.7 AIRPORT OPERATIONAL LAND BOUNDARY, LEEDS/BRADFORD AIRPORT

Under Policy T30, seven extensions and one deletion are proposed to the Airport Operational Land Boundary. Extension areas are:

(a) an area between the north of the realigned Yeadon Moor Road (now White House Lane) and Carlton Beck (3.8ha),

(b) an area between the south of the realigned White House Lane and the old line of Yeadon Moor Road, westward to the recent airport apron extension (2.7ha),

(c&d) two small areas at the end of runway 28 (0.8 ha and 1.25 ha),

(e) a larger area at the end of runway 32 (8.32 ha),

(f) an area adjoining the south of the former Springfield School, off Scotland Lane, near the end of runway 28 (0.6ha.)

(g) an area along the south-eastern edge of the AOLB near the end of runway 32 on its northern side (2.3ha).

Deleted area is:

(h) an area on the north side of White House Lane at its junction with Harrogate Road (A658) (1.78 ha).

Areas (a) and (b) would, if required, be an appropriate location for the further expansion of airport operation related functions during the Plan period, being acceptable in landscape terms and reasonably accessible to the main terminal buildings.

Areas (c), (d), (e), (f) and (g) are required on airport safety and emergency grounds, within the UDP period and are acceptable in landscape terms. Area (e) affects part of a proposed LNA and some affected flora will need

to be suitably relocated.

Area (f) is no longer needed for airport-related use and is also proposed for removal from the Green Belt, as it now serves no useful purpose in that context. The site is visually significant on the main approach to the airport and the prestige UDP site on Harrogate Road.

Area (f) is now covered by Policy E4 (2) as an employment site.

Within the Airport Operational Land Boundary, shown on the Proposals Map, the land continues to be designated as Green Belt. However, certain developments, necessary for the operational efficiency of the airport, are acceptable in principle, subject to normal development control considerations.

T30A: THE FOLLOWING DEVELOPMENT AND USES ARE CONSIDERED TO BE ACCEPTABLE IN PRINCIPLE WITHIN THE AIRPORT OPERATIONAL LAND BOUNDARY SUBJECT TO NORMAL DEVELOPMENT CONTROL CONSIDERATIONS FOR THE OPERATIONAL EFFICIENCY OF THE AIRPORT:

- **Runways - Taxiways - Aircraft Stands (Aprons)**
- **Navigational Aids (including Lighting)**
- **Fuelling Facilities (including Storage)**
- **Staff, Visitor and Passenger Car Parks - Coach Parks**
- **Aircraft Hangars for Parking, Maintenance and Repair**
- **Engineering Maintenance Facilities (including Stores and Workshops)**
- **Passenger and Cargo Handling/Depots and Storage Depots**
- **Passenger and Cargo Terminal Buildings**
- **Emergency Service Buildings**
- **Administrative Accommodation for Airlines, Handling Agencies, Tour Operators, ancillary to their operation at the Airport**
- **Customs and Excise Facilities**
- **Hotel**
- **Flight Catering Facilities**
- **Car Hire and Car Wash Facilities**

ANY OTHER USES WHICH ARE NOT SPECIFICALLY MENTIONED ABOVE AND WHICH, IN THE OPINION OF THE LOCAL PLANNING AUTHORITY, REQUIRE A LOCATION WITHIN THE OPERATIONAL LAND BOUNDARY.

14.2.8 AIRPORT PUBLIC SAFETY ZONES

T30B: ANY PROPOSED NEW DEVELOPMENT, EXTENSIONS OF EXISTING BUILDINGS AND USE OF LAND, INCLUDING FOR OPEN OR RECREATIONAL USES, WITHIN THE AIRPORT PUBLIC SAFETY ZONES OF LEEDS BRADFORD INTERNATIONAL AIRPORT, AS DEFINED ON THE PROPOSALS MAP, WILL BE LIMITED BY THE PROVISIONS OF DfT CIRCULAR 1/2002 "CONTROL OF DEVELOPMENT WITHIN AIRPORT PUBLIC SAFETY ZONES", IN ORDER TO RESTRICT THE NUMBER OF PEOPLE LIVING, WORKING AND CONGREGATING WITHIN THE DEFINED AREAS.

Two new Airport Public Safety Zones (PSZs) have been defined by the Government's Department for Transport (DfT). In line with the requirements of DfT Circular 1/2002 "Control of development within in Airport Public Safety Zones", the boundary of the two PSZs are shown on the UDP Proposals Map.

The PSZs define two areas on the ground in which there is a presumption against development. The underlying premise is to restrict the number of people living, working, or congregating on the ground within the PSZs, who might otherwise be affected by a landing or take-off incident. However, there are some exceptions defined in DfT Circular 1/2002 where very limited development may be allowed, which would not increase the number of people congregating.

14.2.9 AERODROME SAFEGUARDING AREA

T30C: ANY PROPOSALS FOR DEVELOPMENT INCLUDING BUILDINGS, STRUCTURES, ERECTIONS AND WORKS OR USE OF LAND WHICH FALL WITHIN THE AERODROME SAFEGUARDING AREA FOR LEEDS BRADFORD INTERNATIONAL AIRPORT WILL NEED TO TAKE INTO ACCOUNT AVIATION SAFETY AT THE AIRPORT AND THIS WILL BE A MATERIAL PLANNING CONSIDERATION IN DEALING WITH SUCH APPLICATIONS.

A revised Aerodrome Safeguarding Area for Leeds Bradford International Airport (LBIA) has recently been defined by the Civil Aviation Authority (CAA).

The City Council, as Local Planning Authority has a duty, under the provisions of the Government's ODPM/DfT Circular 01/2003 "Safeguarding Aerodromes, Technical Sites and Military Explosives Storage Areas: the Town and Country Planning (Safeguarded Aerodromes, Technical Sites and Military Explosives Storage Areas) Direction 2002", to consult Leeds Bradford International Airport on all

planning applications falling within the Safeguarding Area and the provisions of the Direction, to ensure that development does not prejudice aviation safety.

In line with the requirements of ODPM/DfT Circular 01/2003, the outer boundary of the Aerodrome Safeguarding Area is shown on the Proposals Map. This represents the area where buildings and structures in excess of 90 metres are deemed to be a potential problem for aviation safety.

However, within this outer boundary, sub-areas are defined by the CAA relating to the height of development; and danger from bird strike.

The Local Planning Authority (LPA) is required under the above DfT Circular to consult LBIA, as the responsible body for aerodrome safeguarding matters, on all relevant planning applications which fall within main and sub-areas for guidance on aviation safety matters.

Matters for consultation can include buildings and other tall structures, e.g. cranes, within certain height categories and locations within the safeguarded area; lights likely to adversely affect pilots approaching or departing from the airport; development involving electrical etc emissions / interference which could affect aviation radar and navigational aids; and any uses of land and built development, including its location, which could result in the danger of bird-strike to planes.

A separate Aerodrome Safeguarding Area for LBIA in relation to wind turbine developments has recently been defined by the CAA. The City Council, as LPA, has a duty under the above DfT Circular to consult LBIA about proposed wind turbine developments within a 30km radius of the Airport. The whole of Leeds District lies within this defined area for aerodrome safeguarding in relation to wind turbine development.

The LPA may require additional information to be provided by an applicant, in order to fulfil its obligations to consult LBIA effectively under both the Circular and Direction cited above.

The LPA and/or LBIA may also request additional information on cranes, lighting and other equipment which may be in use during the construction period, to ensure aviation safety and developers should be aware of this need.

14.2.10 HIGH ROYDS HOSPITAL, GUISELEY

Under Policy N15, the main complex of buildings is considered suitable for institutional use, possibly educational, B1 office, leisure or residential use. There may also be scope for some additional development for housing and other uses within the development boundary defined on the Proposals Map. This boundary will limit the

extent of development and maintain the open character of the hospital's grounds. Any proposals will be considered in the light of current Government advice.

Any development is subject to:

i. FULL REGARD BEING ACCORDED TO THE LISTED BUILDING AND ITS SETTING WITHIN THE SPECIAL LANDSCAPE AREA AND GREEN BELT;

ii. A COMPREHENSIVE PLANNING FRAMEWORK DEALING WITH THE WHOLE HOSPITAL GROUNDS ;

iii. ADDITIONAL LANDSCAPING TO PROTECT AND ENHANCE THE SETTING OF THE BUILDING AND OTHER FEATURES SUCH AS THE APPROACH AVENUES, LODGES AND TREE BELTS;

iv. POTENTIALLY SIGNIFICANT IMPROVEMENTS TO THE IMMEDIATELY ADJACENT HIGHWAY NETWORK, DEPENDENT UPON THE PROPOSED USE;

v. THAT ANY NEW DEVELOPMENT MUST MINIMISE ANY HARMFUL EFFECTS ON NEARBY EXISTING SETTLEMENTS.

The Hospital is a Grade II Listed Building of Special Architectural or Historic Interest. It lies in extensive grounds in open countryside between Guiseley and Menston.

Any proposals should accord with current Government Guidance. All development should be considered in the context of new uses for the Listed Building. Any proposals will also be considered having regard to PPG15 and DETR/DCMS Joint Circular 14/97 "Planning and the Historic Environment." Great importance is attached to reuse of the Listed Building.

It has been agreed with English Heritage that there is scope for demolition of a limited number of identified buildings within the complex. Any additional development should not occupy a larger area of the site nor exceed the height of the original buildings. For this purpose, the relevant area is the aggregate ground floor area ("footprint") of existing building, excluding temporary buildings, greenspaces with direct external access between wings of buildings and areas of hard standing.

In view of the significance of the Listed Building complex, additional landscaping is considered appropriate.

It is proposed to retain the site in the Green Belt and Special Landscape Area (Policy N37) because of its strategic location and in accordance with

current Government guidance.

Due regard will need to be had to the capacity of local facilities such as schools and health facilities, in accordance with Annex C of PPG2 and the advice that additional public expenditure should not normally be required.

Improvements to junctions with the A65 may be necessary, depending on type of use of the complex in this busy highway corridor.

14.2.11 HORSFORTH SEWAGE WORKS

Under Policy N5, 4.1 hectares of land are proposed as greenspace for informal recreation and nature conservation.

The site forms a critical link in the Green Belt between the Aire Valley and Hawksworth Wood and part of an important green corridor. The location adjacent to the River Aire and the Outwood Leeds Nature Area suggests the site is suitable for nature conservation and limited informal recreation uses.

14.2.12 SWAINE WOOD, HORSFORTH

Under Policy N5, 3.0 hectares of land are proposed as public space for nature conservation and informal recreation.

The site adjoins the area of Swaine Wood in Council ownership. The whole of Swaine Wood has been identified as a Leeds Nature Area, thus it is considered that the whole area should be included as protected greenspace.

14.2.13 YEADON TARN

Under Policy N5, land at Yeadon Tarn is proposed for improvement as an amenity greenspace and recreation area.

Proposal RN47 in the Local Plan proposed land at Yeadon Tarn for improvement as an amenity greenspace and recreation area including a playing field (3.3 ha). It is now proposed that the land be laid out as a public amenity greenspace and recreation area omitting the playing field.

14.2.14 BREARY LANE EAST, BRAMHOPE

15.4 ha of land at Breary Lane East, Bramhope, has been allocated as Protected Area of Search under Policy N34.

14.2.15 LAND AT CANADA ROAD, RAWDON

1.13 ha of land at Canada Road, Rawdon, has been allocated as Protected Area of Search under Policy N34.

14.2.16 HAW LANE, YEADON

2.27 ha of land at Haw Lane, Yeadon, has been allocated as Protected Area of Search under Policy N34.

15. EAST LEEDS

15.1 AREA STATEMENT

15.1.1 The East Leeds area has not previously been subject to a Local Plan to guide development and land use. The uncertainty of the nature and timing of major road proposals to the east of Leeds delayed production of an East Leeds Local Plan which was to have formed one of a series covering the whole of Leeds Metropolitan District and therefore, prior to the UDP, the relevant Development Plan for the area was the Leeds Review Plan 1972.

15.1.2 East Leeds covers the urban area to the east of the City Centre and includes the inner communities of Burmantofts, Chapeltown, Cross Green, Gipton, Harehills, Osmondthorpe and Richmond Hill; the area also extends to cover the outer communities of Austhorpe, Colton, Cross Gates, Halton, Manston, Red Hall, Seacroft, Stanks, Swarcliffe, Temple Newsam, Whinmoor and Whitkirk.

15.1.3 The predominant characteristic of Inner East Leeds is the relatively dense mixture of older housing and industrial/commercial development punctuated with small pockets of greenspace. Due to the built-up nature of the area there are few major opportunities for large scale new development. Those sites which are proposed form part of areas no longer likely to be required by public bodies (land to the rear of Seacroft Hospital, Killingbeck Hospital, Waterloo Sidings, Osmondthorpe and Oak Tree and Thorn Schools, Gipton) and provide a valuable contribution to overall housing land requirements over the phases identified in the plan period.

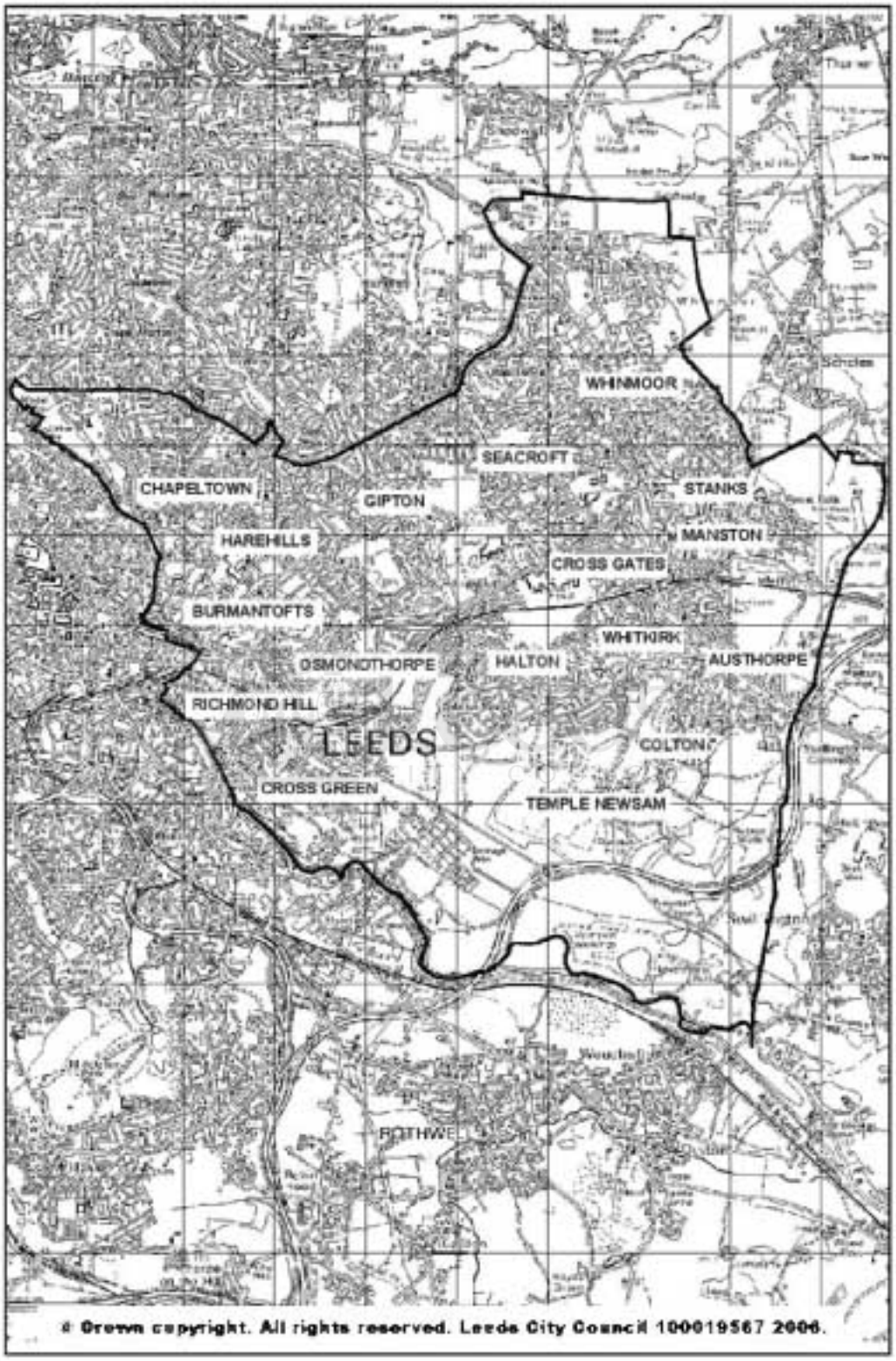
15.1.4 Employment proposals are based upon the Knowsthorpe area of Cross Green where industrial development is proposed on land to the west of the M1 Motorway, and land off the Thwaite Gate Link between the East Leeds Radial Route and the M1 to the south.

15.1.5 Outer East Leeds encompasses the residential areas on the edge of the built-up area including the settlements of Colton, Austhorpe, Manston, Stanks, Swarcliffe, Whinmoor and Red Hall.

15.1.6 As previously indicated in Section II, East Leeds is one of the few areas with significant potential to make up the shortfall in land requirements in the Leeds District. Housing and employment proposals are based either upon land between the existing outer edge of the built-up area and the M1 Motorway as in the Austhorpe area or upon natural extensions to the built-up area as at Whinmoor and Red Hall.

15.1.7 Employment development is proposed at Colton (Bullerthorpe Lane), Austhorpe and Red Hall. These sites will offer the opportunity for

EAST LEEDS


WHINMOOR
SEACROFT
CHAPELTOWN
GIPTON
STANKS
HAREHILLS
MANSTON
CROSS GATES
BURMANTOFTS
WHITKIRK
OSMONDTHORPE
HALTON
AUSTHORPE
RICHMOND HILL
LEEDS
COLTON
CROSS GREEN
TEMPLE NEWSAM
ROTHWELL
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prestigious developments at or close to major transport intersections.

15.1.8 Under Policy H3-1A.45, Hunslet Riverside is identified as a Strategic Housing and Mixed Use site, and under Policy H3-3A.33 land extending from the south of York Road to the west of Wetherby Road is identified as part of an East Leeds Extension for housing along with ancillary uses.

15.1.9 The area covered by East Leeds contains several special policy areas identified for comprehensive neighbourhood renewal under Policy R1 and for which Area Action Plans are to be prepared. These are Aire Valley Leeds, Gipton, and Harehills. In addition, East Leeds contains several Action Areas which have been identified for regeneration under Policy R2 and for which Area Statements have been or are to be prepared. These include neighbourhood regeneration at Seacroft, Swarcliffe and East Bank; town centre regeneration at Seacroft and Halton; an area policy initiative in the Wykebeck Valley; and a heritage regeneration scheme in Chapeltown. The Leeds Waterfront is also identified as an area policy initiative, now approved as Supplementary Planning Guidance and falls within the City Centre, South, East and West Leeds. Detail on the Leeds Waterfront can be found in Chapter 13 (City Centre).

MAJOR HIGHWAY SCHEMES IN EAST LEEDS

15.1.10 The City Council has released proposals for an East Leeds Link Road to provide an important link from the City Centre/Inner Ring Road to the M1 Motorway. This road scheme could mean significant change for this area; this change needs to be comprehensively planned by recognising the development opportunities presented and enhancing the wider area by appropriate environmental policies and extensive structure planting in association with the road scheme and new development.

15.2 REGENERATION & NEIGHBOURHOOD RENEWAL

15.2.1 GIPTON NEIGHBOURHOOD RENEWAL AREA

Gipton is largely characterised by 1950's Council estate housing of run down appearance with no focus or heart and a high turnover of residents. A large proportion of the Gipton population is dependent on welfare support and crime and anti-social behaviour is prevalent.

The Vision for the area is to promote the regeneration of Gipton through a neighbourhood renewal strategy and a process of substantial urban/housing renewal with the aim of changing the perception of the area as a place to live.

One of the driving forces behind the regeneration of the area is a housing-led initiative to broaden the tenure of the area. This includes a proposal to give existing Council tenants in the area the opportunity to buy new private houses by transferring their 'right to buy' equity into a mortgage deposit.

UNDER POLICY R1, AS SHOWN ON THE PROPOSALS MAP, GIPTON IS IDENTIFIED AS A NEIGHBOURHOOD RENEWAL AREA FOR WHICH AN ACTION PLAN WILL BE PREPARED. PARTICULAR ISSUES WHICH WILL NEED TO BE ADDRESSED INCLUDE:

- **Creating safe attractive neighbourhoods**
- **Broadening the tenure of the area**
- **Creating new circulation opportunities, links and pedestrian routes,**
- **Enhancing key entry points and gateways with special attention to the value offered by Supertram;**
- **Enabling the growth of a new heart to the area;**
- **Improving accessibility to schools and community facilities;**
- **Improving access to employment and training facilities;**
- **Reviewing the role and function of existing greenspace.**

The Action Plan will include provision of an urban design framework to guide the physical renewal of the area and to complement the housing renewal process. The Action Plan will address the need to ensure that the regeneration of the estate is not limited to housing refurbishment or physical redevelopment by simply replacing what was there before. The objective is to revitalise the area and to facilitate community involvement and a sense of ownership. Where necessary this may entail reconfiguring land uses so that the area operates better as a community and offers good access to jobs, community facilities, transport, greenspaces and leisure opportunities. The route of the Leeds Supertram will run along the Northern boundary of the area.

15.2.2 HAREHILLS NEIGHBOURHOOD RENEWAL AREA

The Harehills Neighbourhood Renewal Area includes the communities of Harehills, Lincoln Green, Ebor Gardens, the Torres and the Nowells. Approximately 20,000 people live in this multi-ethnic area, which is characterised by high density terraced and multi-storey housing.

An overall Vision for the area will be developed and an Action Plan, which will guide the physical renewal of the area, taking into account its historic character, major capital investment, redevelopment projects and targeted funding streams and initiatives.

Particular issues that will need to be addressed in the Vision include reducing worklessness and improving access to jobs, as well as increasing educational attainment and skills levels. Other key issues include crime and community safety, health and well being, and the needs of young people. In addition, housing and environmental improvements have been identified.

UNDER POLICY R1, AS SHOWN ON THE PROPOSALS MAP, HAREHILLS IS IDENTIFIED AS A COMPREHENSIVE NEIGHBOURHOOD RENEWAL AREA FOR WHICH AN ACTION PLAN WILL BE PREPARED. PARTICULAR ISSUES WHICH WILL NEED TO BE ADDRESSED INCLUDE:

- **Good design to create a strong sense of place and generate a sense of ownership and pride within the area;**
- **Improve accessibility within the area and to other parts of the city, particularly the city centre;**
- **Appropriateness of the housing quality, size, type and tenure that is available within the area;**
- **Promotion of mixed uses where appropriate to promote vibrancy and vitality;**
- **Ensuring community facilities are available within the area;**
- **The enhancement of the public realm and open spaces**
- **Creation of employment opportunities in appropriate locations for access by local people;**
- **Uplifting the image of the area through new development opportunities, such as Supertram.**

Although the local communities experience significant disadvantage, the area possesses opportunities for economic growth. The area is close to the City Centre, and Supertram (Line 3) will pass through the area. St. James' Hospital is a major employer and its future expansion to provide specialist health facilities will have an important role in the regeneration of the area.

An Action Plan will be prepared in conjunction with the St. James' Partnership Board, which is responsible for the delivery and implementation of this major regeneration initiative and comprises representatives from public, private, voluntary and community organisations. These include Leeds Teaching Hospitals Trust, the Chamber of Commerce, Leeds Voice, West Yorkshire Police and the Area Management Teams for Harehills and Burmantofts and Chapel Allerton and University wards.

15.2.3 SEACROFT NEIGHBOURHOOD REGENERATION AREA

Seacroft is characterised by City Council estate housing and a district centre, which has recently been refurbished. The opportunity exists to build on recent improvements in the town centre by exploring further opportunities to improve its role as a 'town' centre and improving the quality of the housing stock through redevelopment and refurbishment.

Co-ordinated action by the City Council and the private sector could provide significant regeneration benefits beyond the town centre.

UNDER POLICY R2, AS SHOWN ON THE PROPOSALS MAP, SEACROFT IS IDENTIFIED AS A NEIGHBOURHOOD REGENERATION AREA FOR WHICH AN ACTION PLAN WILL BE PREPARED. PARTICULAR ISSUES WHICH WILL NEED TO BE ADDRESSED INCLUDE:

- **Scope for extension of the town centre**
- **Potential for new commercial leisure provision**
- **Remodelling of traffic and pedestrian routes/circulation**
- **The impact of proposed regeneration/redevelopment schemes on local housing**
- **The scope for new housing development**
- **The opportunity to improve the housing stock and the environment**

Although the town centre has benefited from recent developments, it is recognised that there are wider regeneration opportunities beyond the centre. A strategic approach to regeneration, which links environmental and physical changes to economic and social issues, is therefore needed.

15.2.4 SWARCLIFFE NEIGHBOURHOOD REGENERATION AREA

The Swarcliffe estate has a population of 9,200 and consists of a range of housing types and multi-storey tower blocks. There is a mixed tenure of public and private housing. The Council has been successful in securing Government approval to progress a Private Finance Initiative (PFI) for improvement and refurbishment of Council properties on the Swarcliffe estate. In addition, a number of development opportunities linked to areas proposed for demolition and identified through community consultation and the planning process are being promoted.

UNDER POLICY R2, AS SHOWN ON THE PROPOSALS MAP, SWARCLIFFE IS IDENTIFIED AS A NEIGHBOURHOOD REGENERATION AREA WITHIN WHICH A PFI INITIATIVE WILL BE PROGRESSED ADDRESSING THE FOLLOWING ISSUES:

- **Refurbishment of existing housing stock**
- **Redevelopment of cleared sites**
- **Reducing crime and increasing community safety**
- **Environmental improvement and enhancement**
- **Community engagement**

An approved Planning Framework provides the context for proposals which will come forward for the redevelopment and improvement of the area with the fundamental aim of delivering high quality sustainable, safe and secure housing and securing the efficient use of land by encouraging a varied density and mixture of housing. Other key issues include improved pedestrian access and safety; provision of secure car parking

and the promotion of pedestrian, cycling and public transport use and a reduction in the use of the private car; regeneration of local shops to promote a vibrant local centre, and provision of enhanced greenspace, recreational facilities, improved landscaping and promoting nature conservation.

A contract has been awarded to a Partner/Developer under PFI (Private Finance Initiative) arrangements to deliver these improvements. The contract will run for a period of 30 years and the estimated timescale for the refurbishment of the existing housing stock, redevelopment of sites and environmental improvement works is 5, 10 and 7 years respectively.

15.2.5 "AIRE VALLEY LEEDS" NEIGHBOURHOOD RENEWAL AREA

The Aire Valley area is a major focus for employment growth in the region. It represents a very significant but underused part of the urban area which could be regenerated to realise its full potential and benefit nearby residents and the City as a whole. The area has considerable strengths and potential in terms of the existing diverse employment base, improving access to a large local workforce in adjacent residential areas, and improved access to the motorway network, the Leeds Inner Ring Road and Leeds City Centre. There are considerable constraints which need to be addressed including contamination, inadequate infrastructure and poor environmental quality. A key feature of the area is the Knostrop Waste Water Treatment Works which treats waste for the whole of Leeds. This key strategic asset has a wide environmental impact which will influence acceptable land uses throughout the Neighbourhood Renewal Area.

SRB6 funding has been secured to assist in realising the potential of "Aire Valley Leeds". The programme objectives are:

- Improving "Aire Valley Leeds" by making it accessible, secure and attractive as a location for new investment and jobs
- Promoting access to employment ensuring that inner city residents have maximum opportunity to benefit from the jobs and training generated by new investment in the area;
- Ensuring long term growth and sustainability of the job base in the area by providing a range of measures to support new and existing businesses.

The identification of "Aire Valley Leeds" as a special policy area under Policy R1 will provide a context for regeneration of the area and support comprehensive, sustainable and innovative new development.

Regeneration proposals for the Aire Valley will need to address traffic and transportation issues and must deal with the relationship to the adjoining Motorway network. Through the preparation of an Area Action Plan the City Council, Highways Agency and other transport providers seek to develop a package of sustainable transport infrastructure improvements

and services to support the Council's regeneration proposals. These measures will in turn be developed through consultation with a range of stakeholders and procured through private sector developer contributions and funding agencies.

UNDER POLICY R1, AS SHOWN ON THE PROPOSALS MAP, "AIRE VALLEY LEEDS" IS IDENTIFIED AS A NEIGHBOURHOOD RENEWAL AREA FOR WHICH AN AREA ACTION PLAN WILL BE PREPARED, OUTLINING LONG-TERM OBJECTIVES, TIMESCALES AND RESPONSIBILITIES. THE KEY ISSUES TO BE ADDRESSED IN THE ACTION PLAN ARE:

- **Achieving comprehensive sustainable development**
- **Improving contaminated and degraded land**
- **Securing infrastructure improvements, including consideration of means of funding, in relation to the range of associated development**
- **Securing an improved image for the area**
- **Improving recreational facilities and access to residential areas**
- **Community consultation and enablement**
- **Attracting major employers**
- **Improving training and life-long learning opportunities**
- **Enhanced public transport and accessibility to jobs**
- **Compatibility with the strategic context for Leeds and the Region**
- **Determining the range of land uses and their location**
- **Safeguarding the setting of Temple Newsam Historic Park and Garden and the Colton Conservation Area**
- **Recognising the impact of, and on, existing businesses/land uses**
- **Sustainable transport measures which are of particular importance in the Aire Valley.**

A study is underway to help determine how "Aire Valley Leeds" can contribute to the local and regional economy and how such opportunities can best be exploited to provide training and employment opportunities for local people.

The study will consider the capacity, need and impact of a range of uses in relation to the cost of funding the remediation of contaminated land and undertaking major improvements to the area's infrastructure including the provision of an East Leeds Link Road. The outcome of the study will inform the Action Plan. This will take the form of an Area Action Plan prepared as part of the new planning system introduced by the Compulsory Purchase Act 2004 (see paras 11.3.2 – 6).

A Project Team and Partnership Board have been established to manage neighbourhood renewal in "Aire Valley Leeds". The SRB6 programme lasts up until March 2007, although actual implementation of proposals will go on well beyond this date.

15.2.6 EAST BANK NEIGHBOURHOOD REGENERATION AREA

The City Council in conjunction with the Leeds Initiative Regeneration Board was successful in securing some £12.3 million of grant aid under SRB round 2. Most of these funds are targeted at the identified priority area of East Bank, Richmond Hill. The 7 year programme for spending, in conjunction with other funding, including the private sector, will result in an estimated £70 million of inward investment for this part of Inner East Leeds.

The identification of East Bank under Policy R2 reflects the continued implementation of redevelopment in the area.

UNDER POLICY R2, AS IDENTIFIED ON THE PROPOSALS MAP, EAST BANK IS IDENTIFIED AS A NEIGHBOURHOOD REGENERATION AREA.

Redevelopment has been guided by a Delivery Plan and an East Bank Development Framework. Proposals have been subject to extensive public consultation. A 'Planning For Real' exercise with the local community explored the alternatives and options available to deliver the housing redevelopment, environmental improvements and community engagement proposals which were all considered to be fundamental to the regeneration of this Inner City area. The project, which had a 7 year timescale, technically terminated in 2003, however implementation of the proposals is continuing.

15.2.7 WYKEBECK VALLEY POLICY INITIATIVE AREA

The Wykebeck Valley is identified as a green corridor (Policy N8), which provides links to the countryside and between communities, contributing towards local amenity and general quality of life in the area. There is an opportunity to significantly enhance these roles.

The Wykebeck Valley provides the opportunity to design a footpath and cycle route from Roundhay Park to Rothwell Country Park over a distance of around 5 miles. This link will help to secure the enhancement and conservation of the Beck as well as contributing to the improvement and protection of the nature conservation value of the surrounding environment. It will also provide a valuable and attractive recreational route, which includes the Wyke Beck Country Park, and will make important links and improve accessibility based upon sustainable transport modes.

UNDER POLICY R2, AS SHOWN ON THE PROPOSALS MAP, WYKEBECK VALLEY IS IDENTIFIED AS AN AREA POLICY INITIATIVE TO IMPROVE THE VALLEY ENVIRONMENT, ENHANCE ITS CORRIDOR FUNCTION AND PROVIDE A LINEAR FOOTPATH AND CYCLE ROUTE.

The initiative will contribute to neighbourhood renewal and regeneration and will be advanced in close conjunction with local people and the voluntary sector. The aim is to foster a sense of ownership and create community cohesion, with opportunities for young people and the unemployed to participate in development and implementation works.

A Partnership Group has been established to advance these proposals and deliver and implement this regeneration initiative. The Partnership includes Eye on the Aire, BTCV, the Environment Agency, Groundwork Leeds, the Yorkshire Wildlife Trust, Yorkshire Water and Leeds City Council. It is anticipated this group will draw up detailed proposals, which will form the basis of an Action Plan and provide scope for consideration of developer contributions from developments within the vicinity.

15.2.8 HUNSLET RIVERSIDE STRATEGIC HOUSING AND MIXED USE SITE

Land on the waterfront at Hunslet offers an opportunity to create a significant concentration of new housing in the form of a second urban village based around three development sites. The area has traditionally been associated with industry, which has restructured leaving development opportunities. It is intended to create a residential environment in a new, but brownfield location.

Under Policy H3-1A:45 Hunslet Riverside is allocated as a strategic housing and mixed use site incorporating mixed use development, subject to:

(i) PREPARATION OF A DEVELOPMENT FRAMEWORK WHICH WILL DETERMINE THE MIX AND LOCATION OF USES, DENSITY OF DEVELOPMENT, LANDSCAPING PROVISION AND LOCATION OF ACCESS POINTS;

(ii) SUPPORT FOR THE PROPOSALS IDENTIFIED WITHIN THE WATERFRONT STRATEGY (POLICY R1), FOR WHICH CONTRIBUTIONS WILL BE SOUGHT;

(iii) ENSURING PEDESTRIAN LINKAGES TO AND ALONG THE WATERFRONT ARE IMPROVED;

(iv) THE DESIGN AND LAYOUT OF THE BUILT FORM SUPPORTING THE ASPIRATIONS TO CREATE A SUCCESSFUL WATERFRONT;

(v) AN APPROPRIATE LEVEL OF AFFORDABLE HOUSING BEING PROVIDED;

(vi) PROVISION OF LOCAL, COMMUNITY AND EDUCATION FACILITIES;

(vii) PRIOR TO COMMENCEMENT OF DEVELOPMENT THE UNDERTAKING OF A SATISFACTORY FLOOD RISK ASSESSMENT, INCORPORATING AN APPROPRIATE DRAINAGE STRATEGY (INCLUDING OFF SITE WORKS) AND ENCOMPASSING THE WHOLE AREA AS DELINEATED WITHIN THE ALLOCATION SITE.

Hunslet Mills, on the south west bank of the Aire and Calder Navigation, comprises several listed Victorian mill buildings on a 2.3 ha site. There are proposals for a part conversion / part new build scheme of 700 apartments. Land to the north and south of Hunslet Mills also offers the opportunity for nearly 6 ha of housing and ancillary facilities. In addition to this area there is also potential on the opposite bank for housing within a mixed-use development as part of the proposals for "Aire Valley Leeds".

The waterways of Leeds offer attractive assets, which can be enhanced and made more accessible by new riverside development. The "Waterfront Strategy", discussed in Chapter 13, is proposed under Policy R2, and seeks to add vitality to Leeds' waterways through good planning and design. Residential development at this location will contribute to the creation of a successful waterfront, which is safe, attractive, active, sustainable and linked to the City Centre. There is also the opportunity to continue the cycle and pedestrian route along the towpath through the Yarn Street site, which currently has no public access, and forces the Trans Pennine Trail to take a detour.

Residential development within a mixed use scheme would help to regenerate this area, introducing a more attractive built form, safeguarding the historic heritage and providing better access to the waterfront for the residents of Hunslet and Richmond Hill, as well as improved linkages to Hunslet District Centre, as discussed in the Hunslet neighbourhood renewal area (in Chapter 22).

Existing industrial uses within the area and their assimilation with the proposed development will need to be considered. The achievement of a comprehensive development at this location would provide a catalyst for further investment in surrounding parts of Hunslet.

East of the river there is a rail link which is expected to have a long-term future, and this part of the site has considerable potential for further rail-related uses, which will be explored through preparation of the development framework. It will be important to ensure that such potential is safeguarded for the future, in line with national advice on transport planning, and that any layout provides an adequate buffer between rail facilities and sensitive uses such as housing and open space.

15.3 UDP SITE PROPOSALS

15.3.1 EAST LEEDS EXTENSION

Land around the eastern edge of Leeds is identified as a long-term reserve of land to be used in the event that brownfield sites do not come forward at the rate and in the quantity necessary to meet the annual average housing requirement set out in the Regional Spatial Strategy. It will only be released if monitoring shows that this is the case, if any orbital road produces clear public benefits, and if development there is demonstrably the most sustainable option. It is intended that development of this area will include housing, employment, greenspace and ancillary uses. The overall site is a substantial greenfield area, however, the urban edge location will allow residents the opportunity to benefit from services and facilities available within the City Centre and adjacent communities.

Under Policy H3-3A.33 the East Leeds Extension is identified for housing under Phase 3 of the Review, together with employment uses, greenspace and other ancillary facilities subject to:

i. PREPARATION OF A DEVELOPMENT FRAMEWORK WHICH WILL DETERMINE THE PHASING, MIX AND LOCATION OF USES, DENSITY OF DEVELOPMENT AND LOCATION OF ACCESS POINTS;

ii. ASSESSMENT OF THE NEED FOR AN ORBITAL RELIEF ROAD AND IF REQUIRED, FUNDING BY THE DEVELOPMENT;

iii. THE PROVISION OF APPROPRIATE HIGHWAY INFRASTRUCTURE INCORPORATING THE FACILITY FOR PUBLIC TRANSPORT TO SERVE THE DEVELOPMENT;

iv. AN ASSESSMENT OF THE APPROPRIATENESS OF AN EXTENSION OF THE PROPOSED SUPERTRAM LINE;

v. FINANCIAL SUPPORT FOR ENHANCED PUBLIC TRANSPORT ROUTES, PROVISION AND SERVICES;

vi. PROVISION OF LOCAL, COMMUNITY AND EDUCATION FACILITIES;

vii. PROVISION OF AN APPROPRIATE LEVEL OF AFFORDABLE HOUSING;

viii. ESTABLISHMENT OF A SIGNIFICANT OVERALL LANDSCAPE STRUCTURE INCLUDING SUBSTANTIAL PLANTING TO SITE BOUNDARIES AND MAIN HIGHWAY AND FOOTPATH CORRIDORS;

ix. RETENTION OF EXISTING FOOTPATHS AND CREATION OF ADDITIONAL LINKS TO EXISTING COMMUNITIES, LOCAL FACILITIES AND THE COUNTRYSIDE;

x. SUBMISSION OF A SUSTAINABILITY APPRAISAL;

xi SUBMISSION OF A SATISFACTORY FLOOD RISK ASSESSMENT INCORPORATING AN APPROPRIATE DRAINAGE STRATEGY.

THE ALLOCATION WILL BE BROUGHT FORWARD FOR DEVELOPMENT ONLY IF:

i. MONITORING INDICATES THE NEED FOR FURTHER LAND TO BE RELEASED TO MEET THE RSS ANNUAL AVERAGE HOUSING REQUIREMENT;

ii. THE ASSESSMENT OF THE NEED FOR AN ORBITAL ROAD DEMONSTRATES THAT SUCH A ROAD WOULD BOTH SERVE THE PROPOSED DEVELOPMENT SATISFACTORILY AND PRODUCE CLEAR PUBLIC BENEFITS TO USERS OF THE HIGHWAY SYSTEM; AND

iii. SUSTAINABILITY APPRAISAL DEMONSTRATES THAT THERE ARE NO PREFERABLE, MORE SUSTAINABLE SITES; AND THAT THE DETAILED PROPOSALS FOR THE EXTENSION ARE INTRINSICALLY SUSTAINABLE.

Development will need to be planned in an integrated way, which links to adjacent residential communities and employment areas. New highway infrastructure will be required at an appropriate level based upon an assessment of the need for a new orbital relief road which would not only serve the development but offer an alternative to the existing A6120 Ring Road and could relieve the main built up area from congestion. The costs involved with a new orbital relief road will be borne by the developer. The impact of such a road upon the highway system will be fully assessed and, so far as the trunk road network is concerned, this will be done in consultation with the Highways Agency.

The highway infrastructure should incorporate the facility for a major public transport facility, which provides links to existing and proposed public transport facilities. The site, which will benefit from the proposed terminus of the eastern spur of the East Leeds Supertram line and its park and ride facility, represents a sustainable location providing excellent public transport accessibility to Leeds City Centre. An assessment of the appropriateness of an extension of the Supertram line should be undertaken to ensure that satisfactory public transport facilities are provided. The southern area of the proposed allocation also has the potential to be linked to the existing Leeds-Hull railway line and the

possibility of opening a new station or alternatively reopening the disused spur to Scholes also with a new station.

The outer edge of development will require sensitive boundary treatment including N24 planting, to assimilate the area with the countryside beyond.

Land at Red Hall is already identified for employment (Policy E4:11). While the scope for further employment use will be determined through the development framework it is recognised that significant scope exists to the north of Thorpe Park (E4:6). The timing of any employment proposals is not constrained by the housing land release mechanism and will be considered through the development framework and in relation to any necessary infrastructure provision.

15.3.2 OAK TREE/THORN SCHOOLS, GIPTON

Under Policy H3-1A.22, 3.49 ha. of land is allocated for housing at Oak Tree Middle School and Thorn County Primary School, Gipton:

PROVISION OF NEW SCHOOL FACILITIES WITHIN THE AREA TO ENABLE LOCAL TRANSFER BETWEEN SCHOOLS TO TAKE PLACE.

Both these former school sites have been cleared and are now available for development. The sites are located within the Gipton Neighbourhood Renewal Area and would be appropriately redeveloped for residential purposes.

15.3.3 WATERLOO SIDINGS, OSMONDTHORPE

Under Policy H3-1A.23, 7.2 ha of land is allocated for housing at Waterloo Sidings, Osmondthorpe.

This area of former railway sidings previously allocated for railway purposes, is now surplus to requirements and is proposed for housing. The natural regeneration of the site has led to it developing local importance as a wildlife habitat. Landscaping provision within the site will need to take account of this nature conservation interest.

15.3.4 RED HALL LANE, RED HALL

Under Policy H3-2A.3, 3.6 Ha of land is allocated for housing at Red Hall to the west of Wetherby Road, subject to:

i. PROVISION OF OFF-SITE HIGHWAY IMPROVEMENTS;

ii. FULL REGARD TO THE LISTED BUILDING AND ITS SETTING IN

THE DESIGN AND MATERIALS OF NEW DEVELOPMENT.

Located adjoining existing residential development the site represents a rounding-off of the built-up area. Any development should protect the setting of the Red Hall group of listed buildings and include a high standard of landscaping, particularly along site boundaries.

15.3.5 REAR OF SEACROFT HOSPITAL, SEACROFT

Under Policy H3-2A.4, 17.42 ha. of land is allocated for housing at the rear of Seacroft Hospital subject to:

i. PROVISION OF ACCEPTABLE OFF SITE HIGHWAY WORKS FOLLOWING THE CONSTRUCTION OF THE M1 MOTORWAY;

ii. LAYING OUT AS PART OF THE DEVELOPMENT OF A LINEAR PARK AS PART OF AN URBAN GREEN CORRIDOR RUNNING NORTH/SOUTH THROUGH THE SITE TO LINK HALTON DEANS TO WYKE BECK VALLEY PARK.

Should the site become surplus to Health Authority requirements the proposed use would be for housing following the construction of the M1 Motorway, which will relieve traffic flows on existing routes. The site provides an opportunity for a high quality development within the City which would contribute to the UDP Housing Strategy.

The western part of the site serves an amenity function and is within an Urban Green Corridor which should be protected and enhanced to provide opportunities for informal recreation and nature conservation in accordance with Policy N8. In addition, the laying out of a linear park along the west of the site will provide the opportunity to link Halton Deans via the existing foot bridge to the Leeds Nature Area at Killingbeck and the Wyke Beck Valley Park, as well as enhancing the setting of the development.

15.3.6 GRIMES DYKE, YORK ROAD, WHINMOOR

Under Policy H3-2A.2, 17.2 Ha of land is proposed for housing at Grimes Dyke, York Road, Whinmoor, subject to:

i. PROVISION OF PRINCIPAL ACCESS OFF A64, YORK ROAD FOLLOWING THE CONSTRUCTION OF THE M1 MOTORWAY;

ii. PROVISION OF OFF-SITE DRAINAGE WORKS, SURFACE WATER FLOW BALANCING AND WATERCOURSE IMPROVEMENTS;

iii. PROVISION OF STRUCTURE PLANTING ADJACENT TO YORK

ROAD;

iv. PROVISION OF LOCAL SHOPPING AND COMMUNITY FACILITIES;

v. ALLOWANCE BEING MADE FOR POSSIBLE FUTURE ACCESS VIA A SINGLE ROUNDABOUT TO SERVE THIS AND THE ADJACENT PAS SITES

vi. LAND BEING RESERVED WITHIN THE SITE FOR A POSSIBLE EXTENSION TO THE SUPERTRAM ROUTE ;

vii. COMPLIANCE WITH AN APPROVED PLANNING AND DEVELOPMENT BRIEF.

The site, which extends to Cock Beck, represents a rounding-off of the existing urban area.

Access may be taken off York Road following the construction of the M1 Motorway which will reduce the level of traffic on York Road. Any development of the site should make allowance for an eventual single new roundabout on the A64 to serve this and other sites. However, this should not prevent an alternative access being obtained in the shorter term to enable the development of the site, provided that this does not prejudice the longer-term proposal.

Cock Beck is unable to deal with unbalanced surface water run-off and either comprehensive balancing of Cock Beck or individual site based balancing facilities are required.

Existing shopping and community facilities at Whinmoor and Seacroft will be some distance from the site and the development should therefore incorporate local shopping and community facilities. These will be secured in the context of Policy GP7.

With the possibility of future development in the local area, i.e. the PAS allocations around the north-eastern edge of the City to the east of this site, there may be a need to provide further public transport links. As a result, land should be reserved within the development site to allow for a possible future extension to the East Leeds Supertram route.

15.3.7 KILLINGBECK HOSPITAL, YORK ROAD

Under Policy H3-1A.37, 10.43 ha. of land is allocated for housing on the site of the former Killingbeck Hospital, subject to:

i. DEVELOPMENT TAKING PLACE WITHIN THE CONTEXT OF AN APPROVED PLANNING & DEVELOPMENT BRIEF;

ii. JUNCTION AND OTHER HIGHWAY IMPROVEMENTS,

INCLUDING PROVISION FOR THE EAST LEEDS QUALITY BUS INITIATIVE;

iii. RETENTION OF THE LISTED BUILDING AND FULL REGARD TO ITS SETTING IN THE DESIGN AND MATERIALS OF NEW DEVELOPMENT;

iv. RETENTION OF TREES COVERED BY THE TPO (No. 29).

The site of Killingbeck Hospital has been declared surplus to the Health Authority's requirements. Development of this cleared site represents an opportunity to secure local housing provision without loss of Green Belt. The site lies at a higher level than the adjacent Wyke Beck Valley Park. Consequently, careful consideration to the location of new development within the site and the retention of existing (and the provision of further) landscaping treatment will be required to limit the visual impact on the adjacent park.

A Grade II listed building lies within the south-western part of the former hospital complex. It is a key requirement of any development on the site that this building is retained and brought back into use, and that any new development should have regard to its setting.

The site is covered by a Tree Preservation Order and a detailed tree survey will be required as part of any development proposal.

In accordance with Policies N2 and N4, the development will include a significant new greenspace area within the site.

A Planning and Development Brief including guidance relating to the siting of new buildings access, the setting of the adjacent listed building, landscaping and greenspace provision, has been prepared to guide the development of the site.

15.3.8 AUSTHORPE

Under Policies E4(6), E18(2) and E19, 63 Ha of land is allocated for employment use and identified as a key Business Park at Austhorpe and reserved for B1 Office use and promoted for prestige office use subject to:

i. PREPARATION OF AN AGREED PLANNING FRAMEWORK AND DEVELOPMENT BRIEF FOR THE AREA WHICH WILL DETERMINE IN DETAIL THE AREAS FOR BUILT DEVELOPMENT, GREENSPACE, LANDSCAPING AND ACCESS POINTS;

ii. PROVISION OF SATISFACTORY ACCESS VIA THE PROPOSED NEW JUNCTION FROM THE A63 SELBY ROAD AND THE M1

MOTORWAY;

iii. PROVISION OF A SIGNIFICANT AREA OF PARKLAND GREENSPACE IN THE REGION OF 45 HECTARES BETWEEN THE PROPOSED DEVELOPMENT AND EXISTING HOUSES;

iv. PROVISION OF OFF SITE DRAINAGE WORKS AND WATERCOURSE IMPROVEMENTS INCLUDING FLOW BALANCING WORKS TO BE UNDERTAKEN TO COCK BECK AND THE PROVISION OF A NEW EAST LEEDS FOUL TRUNK SEWER;

v. PROVISION OF MAJOR STRUCTURE PLANTING WITHIN THE SITE ADJACENT TO THE M1 MOTORWAY;

vi. HIGH QUALITY DESIGN AND MATERIALS TO REFLECT THE SITE'S PRESTIGIOUS LOCATION.

Furthermore, the developer will be expected to contribute to:

vii. LAYING OUT AND MAINTENANCE OF AUSTHORPE PARK.

The site is strategically located close to existing and proposed major roads, in particular the M1 Motorway and the A63. Development of the site for prestige office use is appropriate in this high profile location on the edge of the City. Development will be required to be of high quality design to reflect the prominent location.

The M1 Motorway and proposed new access road will create a clearly defined long-term Green Belt boundary along the eastern edge of the site. Structure planting will be required adjacent to the M1 Motorway to create a buffer between the built-up area and the proposed road and countryside beyond. Policy N24 will apply. In addition, high quality landscaping will be required to separate the development from existing housing.

The proposal for the Seacroft/Cross Gates Bypass to the east of the site has been withdrawn by the Secretary of State for Transport. An area of green space between the line of the former bypass and the M1 Motorway is proposed, and this area will remain in the Green Belt to prevent coalescence between the built up areas of Leeds and Garforth.

The Austhorpe area of East Leeds represents one of the last opportunities for major development related to the existing urban area of Leeds. In view of the scale of proposals within the eastern sector of the City and the fact that this site will benefit from good access provided by the new road link, it is considered to be an appropriate location for a major city park under Policies N1 and N5. In addition, the site lies close to an area of greenspace deficiency and provision within Austhorpe, will assist in addressing that deficiency.

The park will include a section of Grims Ditch which is a scheduled ancient monument, which will require protection from development in accordance with Policy N29. Protection will similarly need to be afforded to Austhorpe Colliery Wood to avoid adverse effects on the nature conservation of the LNA.

Cock Beck requires a comprehensive balancing system to be undertaken within the east of the District, due to the number of development sites proposed which will utilise it for surface water drainage, the overall scale of development will require the provision of a new East Leeds Trunk Sewer to which the developer will be expected to contribute.

15.3.9 BULLERTHORPE LANE, COLTON

Under Policies E4(7), and E18(3) and E19, 4.3 ha of land is allocated for employment use and is identified as a key business park at Bullerthorpe Lane, Colton reserved for B1 Office Use and promoted for Prestige Office Use, subject to:

i. CONSTRUCTION OF THE M1 MOTORWAY, ALTHOUGH NO DIRECT ACCESS TO THE MOTORWAY WILL BE PERMITTED;

ii. PROVISION OF STRUCTURE PLANTING IN ACCORDANCE WITH POLICY N24;

iii. HIGH QUALITY DESIGN AND MATERIALS TO REFLECT THE SITE'S PRESTIGIOUS LOCATION;

iv. MAJOR ROAD OR JUNCTION IMPROVEMENTS IN THE VICINITY OF THE SITE.

Following the construction of the M1 Motorway, together with the committed residential development west of Bullerthorpe Lane, the site has become severed from the rest of the open countryside and is no longer of strategic Green Belt importance. It forms a natural extension to the existing built up area and therefore an appropriate Green Belt boundary in the context of N32.

Road or junction improvements should accord with the Department of Transport requirements in Policy T2i.

Landscaping should be provided on the southern boundary of the site in accordance with the requirements of N24. Structure planting will be required adjacent to the M1 Motorway to create a buffer between the built-up area and the proposed road and countryside beyond.

Strategically located adjacent to the M1 Motorway and the A63 Selby Road, the site presents a good opportunity for prestige office development. Given the high profile location of the site a high quality

design will be required.

15.3.10 SOUTH OF KNOWSTHORPE LANE, CROSS GREEN

Under Policy E4 (8), 10.5 ha of land south of Knowsthorpe Lane, is allocated for employment uses subject to:

i. PROVISION OF SATISFACTORY ACCESS OFF THE THWAITE GATE LINK OR OFF AN IMPROVED KNOWSTHORPE LANE;

ii. PROVISION OF STRUCTURE PLANTING WITHIN THE SITE ADJACENT TO THE PROPOSED THWAITE GATE LINK AND THE RIVER AIRE.

The site is surplus to British Rail requirements and has formerly been used for waste disposal purposes. Directly adjoining a major industrial area at Cross Green, the site is well located for manufacturing and distribution uses.

The lack of highway infrastructure has delayed its reclamation. Construction of the Thwaite Gate Link from the M1 Motorway Link Road to the East Leeds Link will create a prominent road frontage and thus facilitate reclamation of a currently degraded area of land.

It is possible that in advance of construction of the Thwaite Gate Link, access to the site may be gained off Knowsthorpe Lane subject to satisfactory off-site highway improvements.

15.3.11 EAST LEEDS LINK/KNOWSTHORPE, CROSS GREEN

Under Policies E4(9), E10, 98 Ha of land at Knowsthorpe and along the East Leeds Link is allocated for employment uses and reserved for manufacturing and distribution B1(c), B2 and B8 use, subject to:

i. PROVISION OF SATISFACTORY ACCESS FOLLOWING THE CONSTRUCTION OF THE M1 MOTORWAY AND EAST LEEDS LINK;

iii. PROVISION OF EXTENSIVE STRUCTURE PLANTING ADJACENT TO THE M1 MOTORWAY AND THE EAST LEEDS LINK;

iv. PROVISION OF FOOTPATH LINKS TO FACILITATE ACCESS TO THE LOWER AIRE VALLEY AND TEMPLE NEWSAM AREAS;

iv. PROMOTION OF THE SOUTHERN PART OF THE SITE FOR EMPLOYMENT USES UTILISING WATER TRANSPORT;

The total site area is 106.2 ha. The site comprises a number of parcels of land largely between Skelton Grange Power Station and Knostrop Sewage Works, the M1 Motorway and East Leeds Link Road and the River Aire. It was formerly allocated for sewage disposal works with a smaller part as Green Belt, however, a considerable expanse was unallocated "white land".

Adjoining a major industrial area, the site is reserved for manufacturing and distribution use; the southern part of the site may be appropriate for water based employment uses as indicated in Policy E10.

With the exception of a small area which has been restored for agricultural use, the site comprises mainly degraded land within the level river plain, affected by previous waste disposal and mineral workings. The degree of contamination and land stability problems within the site have yet to be established and it may not therefore prove possible to develop all the identified land within the plan period.

The junction of the M1 Motorway and the East Leeds Link is considered to be a suitable location for possible Motorway Service Area and Lorry Park/Coach Layover provision. The possible provision of these facilities is referred to in Chapter 6 Transport and under Policy T32 and Policy T29a.

The East Leeds Link will enable access to be provided to the site. A means of access will allow the opportunity to enhance a future important approach to Leeds. Extensive structure planting will be required to provide a suitable setting for this prominent location and to separate the area from the countryside beyond.

The provision of footpath links is significant in extending the function of Urban Green Corridors (Policy N8) into the countryside and as a means of countryside management through the provision of facilities in the context of Policy N40.

15.3.12 MUSHROOM STREET, MABGATE

Under Policy E4 (10), 1.1 ha of land is allocated for employment use at Mushroom Street, Mabgate subject to:

CLOSURE OF THE EXISTING DEPOT.

The site is currently in use as a British Telecom (BT) Depot incorporating a Telephone Engineering Centre and Motor Transport Workshop, however BT have declared that this site will become surplus to requirements within the plan period.

The site lies within an existing industrial area where the predominant use is manufacturing. It is proposed that the site be redeveloped for employment use following the closure of the BT Depot.

15.3.13 RED HALL LANE, RED HALL

Under Policies E4(11), E18(4) and E19, 11.9 Ha of land is allocated for employment use and identified as a key business park at Red Hall Lane, Red Hall, reserved for B1 office use and promoted for prestige office use subject to:

i. PROVISION OF OFF-SITE HIGHWAY IMPROVEMENTS.

ii. PROTECTION OF THE SETTING OF THE LISTED BUILDINGS;

iii. PROVISION OF SUITABLE REPLACEMENT PLAYING FIELDS;

The site is well located close to the A6120 Leeds Outer Ring Road and adjacent to Wetherby Road. Development of the site for prestige office use is appropriate in this prominent location on the edge of the City.

The protection of the setting of the Red Hall group of listed buildings is an important consideration requiring a commercial use which would facilitate this.

The proposal will involve the development of the existing playing fields at Red Hall; their replacement will be required as indicated under Policy N6.

The provision of access to the site should not prejudice the possible provision of access from the junction of a North-East Leeds Relief Road with the A58.

15.3.14 SKELTON GRANGE

Under Policy E4 (44) and E10, 40.7Ha of land is proposed for employment use at the site of the former Skelton Grange Power Station subject to:

i. THE PREPARATION OF A COMPREHENSIVE PLANNING FRAMEWORK FOR THE SITE

ii. PROVISION OF SATISFACTORY ACCESS

iii. SATISFACTORY SITE INVESTIGATION TO CHECK FOR ANY LAND CONTAMINATION AND CONSTRUCTION VOIDS WITHIN THE SITE

iv. PROVISION OF EXTENSIVE STRUCTURE PLANTING ADJACENT TO THE AIRE AND CALDER NAVIGATION

v. PROMOTION OF THE SITE FOR EMPLOYMENT USES UTILISING WATER TRANSPORT.

The site of the former Skelton Grange Power Station, has been identified as a potential location for employment use development in the Aire Valley Employment Target Area. The site lies to the south of Knostrop Sewage Works and immediately north of the Aire Calder Navigation

Developers will need to carry out a site investigation to establish whether there is any land contamination, and to check whether any construction voids remain following site demolition works.

The existing site access via Skelton Grange Road Bridge is considered to be unsuitable for the development proposed. National Grid have indicated that electricity cables which are routed through the Skelton Grange Road Bridge cannot be disturbed since they serve a substantial area of Leeds Furthermore, the road bridge is of single carriageway width and is used as part of the footpath along the Aire-Calder Navigation which at this point is part of the Trans-Pennine Trail. Access to the Power Station may in principle be achieved by a new river bridge subject to a Traffic Impact Assessment. More appropriately access may be taken via the adjacent employment allocation to the north (Policy E4.9). which would provide a direct link to the East Leeds Link and the M1 Motorway. If access is taken on the northern side of the river, no development shall be brought into use or occupied prior to completion of the East Leeds Link.

15.3.15 SKELTON BUSINESS PARK, PONTEFRACT LANE

Under Policy E4(45) and E18(11), 72 Ha of land to the south of Pontefract Lane and east of the M1 Motorway and its junction with the East Leeds Link, is allocated for employment use and identified as a Key Business Park reserved for B1 use and promoted for prestige office development subject to:

i. PREPARATION OF AN AGREED PLANNING FRAMEWORK AND DEVELOPMENT BRIEF FOR THE AREA WHICH WILL DETERMINE ACCESS ARRANGEMENTS AND THE PHASING, DENSITY, LOCATION AND DISTRIBUTION OF OFFICES, GREENSPACES AND LANDSCAPING;

ii. THE SUBMISSION OF A DETAILED WOODLAND AND COUNTRYSIDE MANAGEMENT PLAN FOR THE BUSINESS PARK AND ADJACENT LAKELAND AREA AS PART OF ANY DETAILED PLANNING APPLICATION FOR THE SITE;

iii. ESTABLISHMENT OF A SATISFACTORY LANDSCAPE FRAMEWORK INCLUDING BELTS OF STRUCTURE PLANTING BOTH WITHIN AND ON THE PERIPHERY OF THE SITE;

iv. PROVISION OF SATISFACTORY ACCESS VIA THE JUNCTION OF THE M1 MOTORWAY AND THE EAST LEEDS LINK;

v. RETENTION OF EXISTING FOOTPATHS AND CREATION OF ADDITIONAL FOOTPATH LINKS BETWEEN TEMPLE NEWSAM PARK AND ROTHWELL;

vi. NO DEVELOPMENT SHALL BE BROUGHT INTO USE OR OCCUPIED PRIOR TO COMPLETION OF THE EAST LEEDS LINK;

vii. CREATION OF A HIGH QUALITY ENVIRONMENT THROUGH THE APPROPRIATE DESIGN OF BUILDINGS AND THEIR SETTINGS AND THE USE OF QUALITY MATERIALS.

The site presents the opportunity to develop a prestige office development in a parkland setting on the edge of the City. The site is strategically located adjacent to the M1 Motorway and the East Leeds Link, and development will be required to be of high quality design in this high profile location.

The site lies between Temple Newsam Park and Rothwell Millennium Park and adjacent to a lake reclaimed as part of Skelton opencast restoration. Development should be at low density in order to retain open aspects and maintain and enhance footpath links between these recreational areas.

A detailed woodland and countryside management plan will be required to make provision for the protection of nature conservation and ecological interests.

Access arrangements must include both the M1 Motorway junction and the East Leeds Link. This will provide suitable access both to the strategic highway network and the City. As this forms the only suitable method of access to the site, no development should be undertaken until the East Leeds Link is in place.

The site abuts the Green Belt and the requirements of Policy N24 will apply.

15.3.16 SKELTON MOOR FARM

Under Policies E4.46 and E8.15, 49.3ha of land to the west of Temple Newsam and north of Pontefract Lane is allocated for employment uses, subject to:

i. PREPARATION OF AN AGREED PLANNING FRAMEWORK AND DEVELOPMENT BRIEF FOR THE AREA WHICH WILL DETERMINE ACCESS ARRANGEMENTS AND THE PHASING, DENSITY, LOCATION AND DISTRIBUTION OF DEVELOPMENT, GREENSPACES AND LANDSCAPING;

ii. PROVISION OF SATISFACTORY ACCESS VIA THE EAST LEEDS LINK;

iii. NO DEVELOPMENT SHALL BE BROUGHT INTO USE OR OCCUPIED PRIOR TO COMPLETION OF THE EAST LEEDS LINK;

iv. PROVISION OF STRUCTURE PLANTING ADJACENT TO THE NORTHERN AND EASTERN BOUNDARIES.

The site, consisting mainly of Skelton Moor Farm, is proposed for employment development. Access to this and other sites in the area is dependent on the implementation of the East Leeds Link. The East Leeds Link will provide suitable access both to the strategic highway network and the city. As this forms the only suitable method of access to the site, no development should be undertaken until the East Leeds Link is in place.

The site abuts the Green Belt and the requirements of Policy N24 will apply.

The northern boundary of the site lies immediately adjacent to existing residential properties. The Planning and Development Brief will address the need for development within this part of the site to have regard to the amenity of these existing residents.

15.3.17 TRANSPORT

Under Policy T13:

The lines of the proposed Supertram route to East Leeds and potential station sites will be reserved and protected.

Under Policy T17:

Land is allocated for Park and Ride parking and related facilities adjacent to the A64, Swarcliffe

15.3.18 TEMPLE NEWSAM PARK EXTENSIONS

Under Policy N5, land adjacent to Temple Newsam Park (220 ha) is proposed as greenspace for informal recreation.

The site comprises 4 areas of land lying to the south of Colton Village, Avenue Wood, Bell Wood and Halton Moor Road. The area is considered appropriate as extensions to Temple Newsam Park and will serve several functions which include increasing public access to the park, creating a

green wedge into the built-up area and providing a buffer between existing woodland and the park, and the M1 Motorway.

15.3.19 AUSTHORPE PARK

Under Policies N1, N5 and E4 (6), 61.25 ha of land at Austhorpe is proposed as greenspace for informal recreation.

The site is located between the existing edge of the built-up area and employment allocation E4 (6) at Austhorpe. It will benefit from good access provided by the M1 Motorway and will provide valuable greenspace provision.

15.3.20 LAND AT MEANWOOD VALLEY

Under Policy N11, only open uses will be permitted on land at Meanwood Valley. Building will only be allowed if it can be shown that it is necessary for the operation of farming or recreational uses, and if it would not adversely affect the open character of the area.

This area occupies the visually dominant, south-west-facing slopes on the northern side of Meanwood Valley. The north-western part of the area is currently occupied by Meanwood Valley Urban Farm whilst the south-eastern part, Scott Hall Farm, is currently used as grazing. The area is prominent in views from Meanwood Road and from Meanwood Ridge greenspace and the greenspace immediately to the west. The area is traversed and bounded by several public rights of way. The allocation of this site under Policy N11 will protect the open, semi-rural character of this part of Meanwood Valley whilst allowing for the continued operation and possible future expansion of the urban farm.

16. GARFORTH

16.1 AREA STATEMENT

16.1.1 The Garforth Area covers the settlements of Aberford, Allerton Bywater, Barwick-in-Elmet, Garforth, Great and Little Preston, Kippax, Ledsham, Ledston, Ledston Luck, Micklefield, Scholes, Swillington, Swillington Common and the surrounding countryside. It is an area characterised by free standing settlements, many of which are formerly coalfield-related, and which are undergoing economic change.

16.1.2 The Garforth and District Local Plan was adopted in April 1986. Whilst the majority of the Local Plan proposals have been implemented, those which remain unimplemented have been carried forward in the UDP.

16.1.3 Major road building programmes have been proposed by the Department of Transport for this area, including the M1Motorway, improvements to the A1. These programmes have implications for future developments in the area.

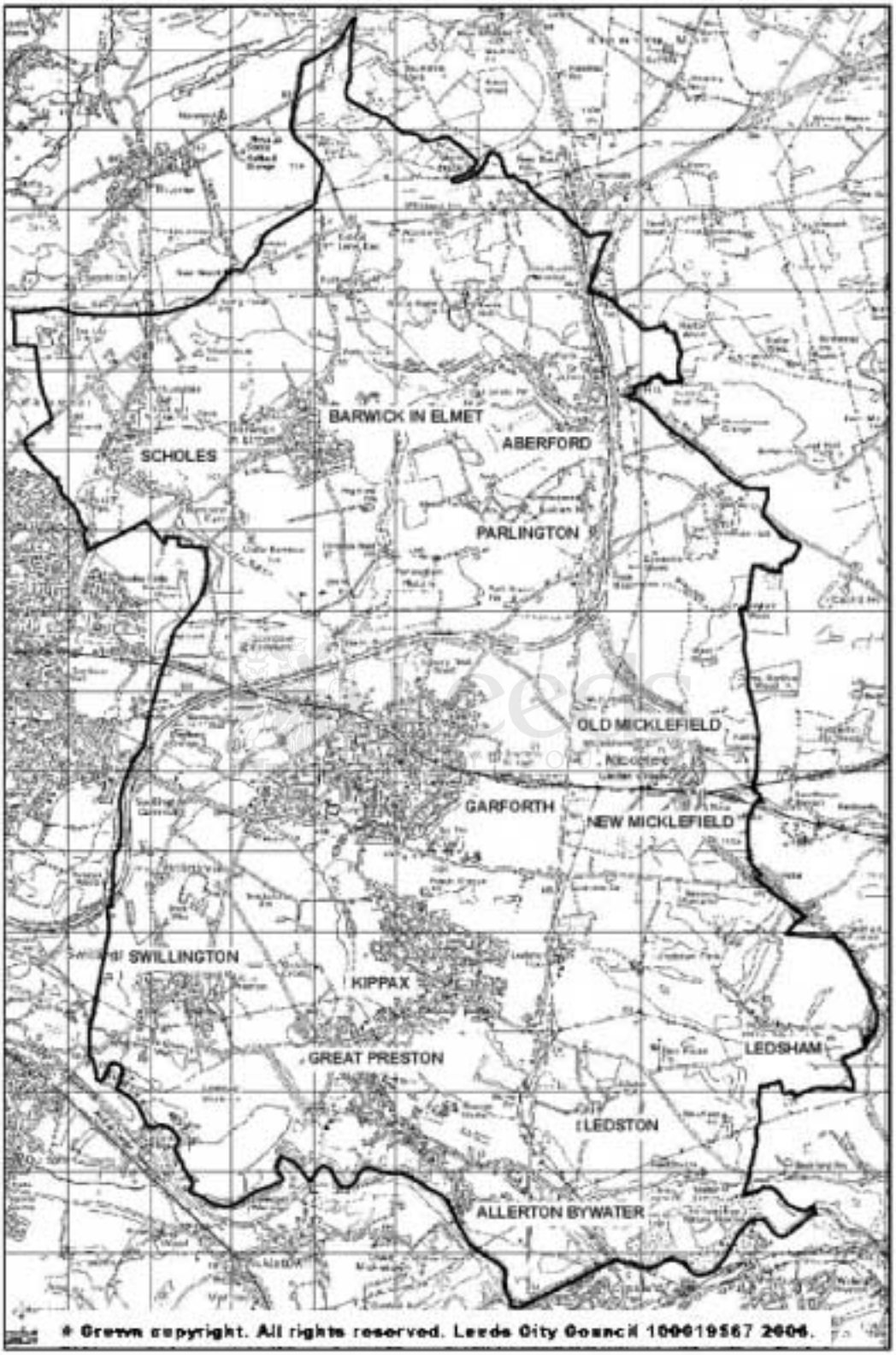
16.1.4 The proposals reflect the opportunities in this area for economic and residential developments to meet both local needs and city-wide requirements for housing and local economy land.

16.1.5 The former coalfield villages of Allerton Bywater and Micklefield are identified as areas for Local Community Regeneration under Policy R2. Land at Allerton Bywater has been identified as a Strategic Housing Site under Policy H3-1A.42.

16.1.6 Areas of land at South Garforth, A63, East of Scholes, Pit Lane Micklefield, Park Lane Allerton Bywater, Wood Lane Scholes and land off Moorgate, Kippax are excluded from the Green Belt and defined on the Proposals Map under Policy N34 as Protected Areas of Search to allow for the possibility, subject to a review of the UDP, of long term development beyond the plan period. A total of 50.0 hectares of land at Scholes Farm Park has been included as part of land identified as the East Leeds Extension under Policy H3-3A.33. This land will be planned in accordance with a Development Framework and released in Phase 3 as defined in Policy H3. The East Leeds Extension is dealt with in Chapter 15.

16.1.7 An environmental improvement strategy has been prepared which proposes a co-ordinated approach to tackling the improvement of the Lower Aire Valley over the next two decades and identifies possible mechanisms for managing the implementation of the strategy. This initiative forms part of a strategy to tackle urban fringe problems through countryside management (Policy N40).

GARFORTH


BARWICK IN ELMET
ABERFORD
SCHOLES
PARLINGTON
OLD MICKLEFIELD
GARFORTH
NEW MICKLEFIELD
SWILLINGTON
KIPPAX
GREAT PRESTON
LEDSHAM
LEDSTON
ALLERTON BYWATER
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16.2 REGENERATION AND NEIGHBOURHOOD RENEWAL

16.2.1 ALLERTON BYWATER VILLAGE REGENERATION

Following British Coal's decision to close Allerton Bywater pit, the existence of large tracts of redundant land in the centre of the settlement provided the opportunity for new sustainable development at the heart of the community and led to Allerton Bywater being chosen as the second Millennium Village (after Greenwich).

The identification of Allerton Bywater under Policy R2 will provide a context for village wide regeneration and support a sustainable and innovative approach to design and construction.

UNDER POLICY R2, AS IDENTIFIED ON THE PROPOSALS MAP, ALLERTON BYWATER IS IDENTIFIED AS AN AREA BASED INITIATIVE WHERE LOCAL COMMUNITY REGENERATION ISSUES NEED TO BE ADDRESSED. PARTICULAR ISSUES INCLUDE:

- **Integrating new development with the old**
- **Loss of jobs following closure of the colliery site**
- **Decline in retail and social facilities**
- **Degraded environment**
- **Achieving a sustainable development**

Planning permission has been granted for a comprehensive 27ha development involving high-energy efficiency housing, employment uses, training opportunities and greenspace. The development includes provision for a village-wide package of community benefits. The proposals for a new Millennium community will provide some 520 homes and 25,000 square metres of commercial and community space.

The project is being led by English Partnerships, but a local working group has been established to help steer it through implementation with a focus being placed on integrating the new development with the existing village. Other partners include the Parish Council and village representatives, the developer – Aire Regeneration Ltd., and Groundwork Leeds.

16.2.2 MICKLEFIELD VILLAGE REGENERATION AREA

The village suffers from the problems typical of communities affected by pit closures such as relative social isolation and lack of facilities. To address these problems a Regeneration Strategy for the village was prepared by consultants acting for the Local Partnership and published in June 2001.

During the preparation of the Regeneration Study it was recognised that a multi-agency approach is needed to achieve the village's successful regeneration and this is now reflected in Policy R1. A Partnership has been formed to deliver the strategy and includes: the Parish Council,

Thomas Danby College, Groundwork Leeds, Micklefield Community Forum (MILES), Yorkshire Rural Community Council, Micklefield Primary School, Micklefield Church, Micklefield Youth Forum, local business representatives, Ward Councillors and the local MP. A number of steering groups have been created within the Partnership to focus on specific themes.

UNDER POLICY R2, AS SHOWN ON THE PROPOSALS MAP, MICKLEFIELD IS IDENTIFIED AS AN AREA BASED INITIATIVE WHERE LOCAL COMMUNITY REGENERATION ISSUES NEED TO BE ADDRESSED. PARTICULAR ISSUES INCLUDE:

- Employment opportunities,
- Training and life long learning,
- Service provision,
- Local facilities,
- Environment and greenspace,
- Community safety, and
- Community empowerment.

An Action Plan will be prepared to support the existing overall regeneration strategy and provide a context for regeneration proposals and applications for planning permission which will come forward in the future, particularly in the context of the Housing Allocations (H3-3A.31 (formerly H3-1B.4) and H3-3A.32 (formerly H3-1B.4).

16.3 UDP SITE PROPOSALS

16.3.1 ALLERTON BYWATER STRATEGIC HOUSING SITE

The former colliery site at Station Road/Park Lane, Allerton Bywater has been allocated as a strategic site to reflect and support the Millennium Community proposals (without adding further development).

Development will be completed in three phases over five to six years, starting in late 2003.

Under Policy H3-1A.42, 14.7 ha of land is allocated as a strategic housing site including greenspace and local facilities at Station Road, Allerton Bywater, subject to:

i. PROVISION OF SATISFACTORY ACCESS FROM STATION ROAD;

ii. AN AGREED CONTRIBUTION TOWARDS OFF-SITE HIGHWAY IMPROVEMENTS;

iii. AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE LOCATION OF HOUSING, EMPLOYMENT,

LOCAL FACILITIES, GREENSPACE AND LANDSCAPING;

iv. THE REPLACEMENT OF EXISTING CULTIVATED ALLOTMENTS WITHIN THE SITE TO AN AGREED LOCATION WITHIN THE VILLAGE;

v. SUBMISSION OF A SATISFACTORY FLOOD RISK ASSESSMENT INCORPORATING AN APPROPRIATE DRAINAGE STRATEGY

The site will be developed in conjunction with the employment sites allocated under policy E4:12.

Although the site abuts Park Lane, the principal access will be from Station Road. Off-site highway improvements will be required at the junction of Station Road and Barnsdale Road to cater for increased traffic generation created by the redevelopment of the former pit area.

16.3.2 QUEEN STREET, WOODEND, ALLERTON BYWATER

Under Policy H3-3A.20, 4.1 ha of land is allocated for housing at Queen Street, Allerton Bywater, subject to:

PROVISION OF LINEAR GREENSPACE ALONG THE ROUTE OF THE FORMER MINERAL RAIL-LINE, IMMEDIATELY TO THE SOUTH OF THE SITE, TO CREATE A FOOTPATH LINK TO LEEDS ROAD AND THE GARFORTH TO ALLERTON BYWATER FOOTPATH/CYCLEWAY.

The development of this site, contained by strong, identifiable boundaries, affords the opportunity to provide housing for local needs and to contribute to the District's requirements, whilst providing environmental improvements in the area. The site abuts the Green Belt and the requirements of Policy N24 apply.

16.3.3 SOUTH OF OLD MICKLEFIELD

Under Policy H3-3A.31, 5.17 ha. of land is allocated for housing and local facilities South of Old Micklefield, subject to:

i. PROVISION OF EXTENSIVE OFF-SITE FOUL DRAINAGE WORKS AND IMPROVEMENTS TO SHERBURN-IN-ELMET SEWAGE TREATMENT WORKS, FOLLOWING THE RE-ALIGNMENT OF THE A1 EAST OF MICKLEFIELD;

ii. PROVISION OF SATISFACTORY ACCESS FROM CHURCH LANE, TOGETHER WITH OFF-SITE HIGHWAY IMPROVEMENTS TO CHURCH LANE;

iii. AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE LOCATION OF HOUSING, GREENSPACE, LANDSCAPING, LOCAL FACILITIES AND ACCESS POINTS.

iv. SUBMISSION OF A SATISFACTORY FLOOD RISK ASSESSMENT INCORPORATING AN APPROPRIATE DRAINAGE STRATEGY.

Furthermore, the developer will be expected to contribute to:

iv. PROVISION OF AN EXTENSION TO THE ADJACENT PRIMARY SCHOOL, IN ACCORDANCE WITH POLICY A2(5) AND A CONTRIBUTION TOWARDS THE PROVISION OF ADDITIONAL SECONDARY SCHOOL FACILITIES

v. PROVISION OF LOCAL FACILITIES WITHIN OR CLOSE TO THE SITE.

Development of this site provides housing to help meet local and District requirements, utilising the village's strategic location, close to the existing and proposed transport links (e.g. the existing station on the Leeds – Hull railway line, the A1, the M1Motorway and the A63). Furthermore, additional development is likely to support further facilities for use by both the existing and future residents of Micklefield.

The site abuts the Green Belt and the requirements of Policy N24 apply.

Access should be taken from Church Lane via a priority junction. Church Lane will require improvements to cater for the increased traffic generation from this site.

New sewage treatment facilities, required as a result of the A1 improvements, need to be in place prior to development.

The development of this and the Manor Farm site will result in the need for additional facilities at Micklefield Primary School (Policy A2(5) and for extensions at the existing secondary school. Developers of these sites will be expected to contribute towards these at a level proportionally related to the development opportunities available at each site.

16.3.4 SELBY ROAD/NINELANDS LANE, GARFORTH

Under Policy H3-3A.27, 3.0 ha of land is allocated for housing and greenspace at Selby Road/Ninelands Lane, subject to:

i. AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE LOCATION OF HOUSING, GREENSPACE, LANDSCAPING AND ACCESS POINTS AND FOOTPATH LINKS.

ii. PROVISION OF A SATISFACTORY ACCESS FROM SELBY ROAD

iii. RETENTION AND ENHANCEMENT OF THE UPPER SLOPES OF THE SITE FOR GREENSPACE AND VISUAL AMENITY PURPOSES.

The boundaries of the site are well defined. The site is physically contained and constitutes a rounding off of the built-up area. However the site slopes from east to west towards Garforth and the upper slopes are prominent when approaching from Garforth along Selby Road and from vantage points within the surrounding landscape. The site is also well used by the local community for informal recreation purposes.

In order to protect the visual amenity of the site and maintain recreational use and links to the adjoining countryside, development should be of a low rise nature and be restricted to the line of the existing built form. The upper slopes should be retained for greenspace and enhanced with additional planting. Pedestrian links should be retained through the site including provision of a footpath link from Ninelands Lane towards Garforth Cliff Garden Centre and to Green Lane.

The site abuts the Green Belt and the requirements of Policy N24 apply. A hedge-line on the brow of the hill forms a distinctive feature which should be retained and enhanced.

Selby Road will require highway improvements including the provision of a right turn facility, to accommodate residential development.

16.3.5 MANOR FARM, MICKLEFIELD

Under Policy H3-3A.32, 15.54 ha. of land is allocated for housing and local facilities between Old Micklefield/New Micklefield and the realigned A1, subject to:

(i) PROVISION OF EXTENSIVE OFF-SITE FOUL DRAINAGE WORKS AND IMPROVEMENTS TO SHERBURN-IN-ELMET SEWAGE TREATMENT WORKS, FOLLOWING THE RE-ALIGNMENT OF THE A1 EAST OF MICKLEFIELD;

(ii) PROVISION OF SATISFACTORY ACCESS;

(iii) AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE LOCATION OF HOUSING, GREENSPACE, LANDSCAPING, LOCAL FACILITIES AND ACCESS POINTS;

(iv) PROVISION OF AN EXTENSION TO THE ADJACENT PRIMARY SCHOOL, IN ACCORDANCE WITH POLICY A2(5) AND A CONTRIBUTION TOWARDS THE PROVISION OF ADDITIONAL

SECONDARY SCHOOL FACILITIES;

(v) PROVISION OF A GREEN WEDGE BETWEEN OLD MICKLEFIELD AND NEW MICKLEFIELD;

(vi) THE COMPLETION OF THE A1 REALIGNMENT;

(vii) NOISE ATTENUATION MEASURES NECESSARY TO ACHIEVE SATISFACTORY STANDARDS OF RESIDENTIAL AMENITY.

(viii) SUBMISSION OF A SATISFACTORY FLOOD RISK ASSESSMENT INCORPORATING AN APPROPRIATE DRAINAGE STRATEGY.

Development of this site provides housing to help meet local and District requirements, utilising the village's strategic location, close to the existing and proposed transport links (e.g. the existing station on the Leeds – Hull railway line, the A1, the M1 Motorway and the A63). Furthermore the scale of development is likely to support additional facilities for use by both the existing and future residents of Micklefield.

The A1 is to be realigned to the east and is to form the eastern edge of the site. Occupation of the area East of Old Micklefield will not be permitted in advance of the A1 realignment being completed.

In view of the sites proximity to the A1, satisfactory noise attenuation measures will be required.

The site abuts the Green Belt and the requirements of Policy N24 apply.

New sewage treatment facilities, required as a result of the A1 improvements, need to be in place prior to development.

The development of this and the site South of Old Micklefield will result in the need for additional facilities at Micklefield Primary School [Policy A2(5)] and for extensions at the existing secondary school. Developers of these sites will be expected to contribute towards these at a level proportionally related to the development opportunities available at each site.

Old and New Micklefield are separated by open countryside which provides a valuable visual feature and permits long distance views over the countryside. This open aspect should be retained in the form of a green wedge between Old and New Micklefield.

16.3.6 BARROWBY LANE, GARFORTH

Under Policy H3-3A.29, 1.1 ha of land is allocated for housing at Barrowby Lane, Garforth

Development of this site provides housing to help meet local and District requirements. The site is contained by existing dwellings to the east and west, the railway to the north and Barrowby Lane to the south.

The site abuts the Green Belt and the requirements of Policy N24 apply.

16.3.7 NORTH NEWHOLD, GARFORTH

Under Policy E4(13), 27.8 ha of land at North Newhold, Garforth, is allocated for employment use, and under Policy E8(7) is identified as a Key Employment Site reserved for manufacturing and distribution use, subject to:

i. CONSTRUCTION OF THE M1 MOTORWAY;

ii. PROVISION OF OFF-SITE DRAINAGE WORKS AND WATERCOURSE IMPROVEMENTS INCLUDING FLOW BALANCING WORKS TO BE UNDERTAKEN TO COCK BECK.

The site is strategically located adjacent to the proposed M1 Motorway, between Hawk's Nest Wood and the A642, Aberford Road. Development of the site will be dependent upon the construction of the new motorway to form a strong northern boundary and to provide highway connections so limiting the use of the A642. Development of this site will enable a comprehensive development of the existing industrial allocation to the south of the site including the provision of off-site drainage works. Cock Beck requires a comprehensive balancing system to be undertaken within the east of the District, due to the number of development sites proposed which will utilise it for surface water discharge.

16.3.8 STATION ROAD/PARK LANE, ALLERTON BYWATER

Under Policy E4(12), 4.7 ha of land on two sites at Station Road/Park Lane, Allerton Bywater, are allocated for employment uses, subject to:

AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE LOCATION OF EMPLOYMENT USES, GREENSPACE, LANDSCAPING AND ACCESS POINTS.

Following the decision to close Allerton Bywater pit, the site will shortly become available for development. All former operational pit land within the settlement boundary will be subject to review with the aim of ensuring a mix of new land uses to the benefit of the village.

16.3.9 PARLINGTON

Under Policy LT5B(3), 690 ha in the Parlington Estate is proposed for tourism and leisure facilities subject to:

i. RETENTION OF THE MATURE PARKLAND SETTING;

ii. DEVELOPMENT NOT BEING COMMENCED UNTIL A DETAILED WOODLAND AND COUNTRYSIDE MANAGEMENT PLAN HAS BEEN APPROVED BY THE LOCAL PLANNING AUTHORITY WHICH MAKES PROVISION FOR THE PROTECTION OF NATURE CONSERVATION, ECOLOGICAL AND ARCHAEOLOGICAL INTERESTS;

iii. APPROPRIATE LAND WITHIN THE PARLINGTON ESTATE BEING PROVIDED FOR OCCASIONAL USE BY THE COMMUNITY FOR OUTDOOR EVENTS;

iv. PROPOSALS BEING COMPATIBLE WITH THE SITE'S GREEN BELT STATUS AND IN ACCORD WITH THE RELEVANT GREEN BELT AND LISTED BUILDING POLICIES;

v. THE SUBMISSION OF A DESIGN STATEMENT GIVING DETAILS OF ACCESS, TRAFFIC MANAGEMENT, DRAINAGE AND THE DESIGN OF BUILDINGS AND LANDSCAPING.

The site lies within the Green Belt and any proposals will need to be assessed carefully against relevant Green Belt policies, listed building, special landscape area and normal development control considerations.

Any development within the vicinity of the Triumphal Arch will need to be sympathetic to the setting of this listed structure.

Any development must respect the high quality of the Parlington Estate and the interests of nature conservation. It is envisaged that the proposals will allow an area of attractive countryside to be opened up for public recreational use within an ecologically sustainable landscape framework.

16.3.10 BARROWBY HALL

Under Policy LT5B(6) 119.7 ha at Barrowby Hall is proposed for Leisure and Tourism facilities, subject to:

PROPOSALS BEING COMPATIBLE WITH THE SITE'S GREEN BELT STATUS AND IN ACCORD WITH THE RELEVANT GREEN BELT POLICIES AND LISTED BUILDING SAFEGUARDS.

The site lies within the Green Belt and has a number of unimplemented

planning consents for the development of leisure and tourism facilities. These proposals have been deemed to be acceptable when assessed against the relevant Green Belt policies. Further leisure and tourism development within the site may be acceptable subject to Green Belt policies, Listed Building and normal development control considerations.

16.3.11 LAND EAST OF SCHOLES

31.4 ha of land East of Scholes has been allocated as a Protected Area of Search under Policy N34.

16.3.12 LAND AT SOUTH GARFORTH

17.9 ha. ha. of land at South Garforth, A63, has been allocated as a Protected Area of Search under Policy N34.

16.3.13 PIT LANE, NEW MICKLEFIELD

4.8 ha of land at Pit Lane, New Micklefield, is allocated as a Protected Area of Search under Policy N34.

16.3.14 MOORGATE, KIPPAX

10.9 ha of land at Moorgate, Kippax, has been allocated as a Protected Area of Search under Policy N34.

16.3.15 WOOD LANE, SCHOLES

1.9 ha. of land at land at Wood Lane, Scholes has been allocated as a Protected Area of Search under Policy N34.

16.3.16 PARK LANE, ALLERTON BYWATER

41.2 ha of land at Park Lane, Allerton Bywater, has been allocated as a Protected Area of Search under Policy N34.

17. MORLEY

17.1. AREA STATEMENT

17.1.1 The Morley area comprises Morley Town and its surrounding communities including Churwell, Drighlington, Gildersome and West and East Ardsley. Morley Town is the largest settlement and the main commercial and social centre. The area contains some attractive countryside, including parts (near Drighlington and Ardsley) designated as Special Landscape Areas, as well as areas of typical urban fringe environment.

17.1.2 As part of Policy N40, environmental improvements in urban fringe priority areas will be promoted through a range of initiatives. In the Morley area opportunities will be sought to develop the Woodland Strategy for the first phase of the Forest of Leeds and link with the adjacent areas of South Leeds and Rothwell, as proposed through Policies N41, N41A and N41B.

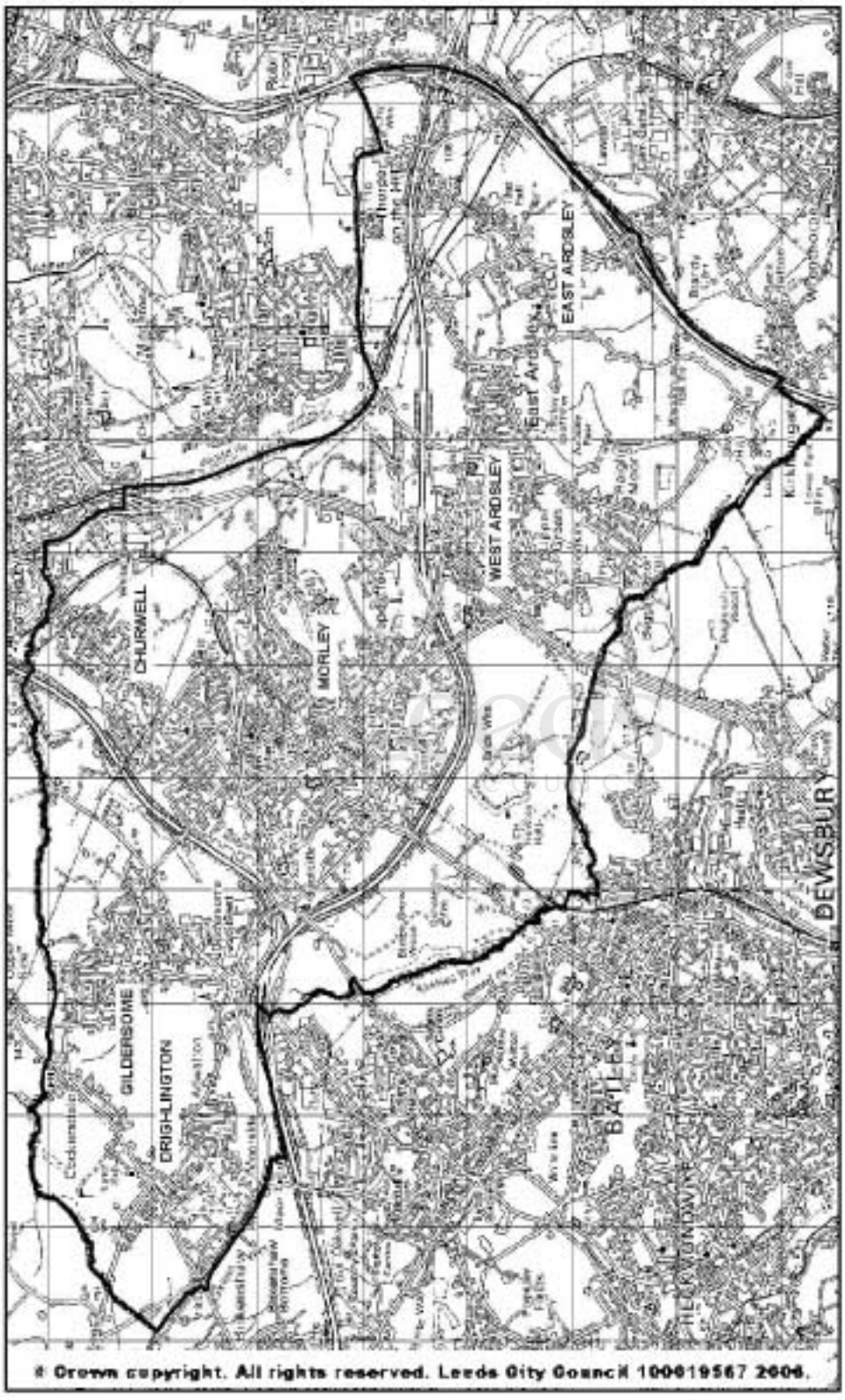
17.1.3 The Morley Local Plan (adopted April 1986) identified land for 6000 new houses. Given this significant commitment and the capacity remaining in existing allocations, few new housing sites are proposed for the Morley area in the Unitary Development Plan period. In the context of Policy N32, housing sites have been chosen so as to not materially affect important Green Belt and to maintain the existing urban form. The general provisions of the UDP regarding social needs housing (Policies H9 and H10) will be applied to both old and new sites. In particular, it should be noted that there is already a recognised need for sheltered housing in Drighlington.

17.1.4 The obvious locational importance of the Morley area in relation to the strategic motorway corridors is recognised, with land to the rear of Gildersome Spur (Nepshaw Lane) proposed as an extension to the existing industrial estate.

17.1.5 Areas of land at Spring Gardens; New Lane and Bradford Road, East Ardsley; Lane Side Farm, Churwell; Owlers Farm Buildings and Low Moor Farm are excluded from the Green Belt in the event of a need for long term housing development beyond the Plan period. These are safeguarded by a policy protecting areas of search for long-term development (N34).

17.1.6 In addition, the need to protect tracts of open land for their contribution to the visual amenity of the area is recognised through Policy N11. Land at Haigh Wood, West Ardsley is therefore protected under this Policy.

MORLEY


EAST ARDSLEY
WEST ARDSLEY
CHURWELL
MORLEY
BEWSBURY
GILDERSOME
DRIGHLINGTON
BATLEY
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17.2 UDP SITE PROPOSALS

17.2.1 MANOR HOUSE FARM, CHURWELL

Under Policy H3-1A.24, 9.7 ha. of land is allocated for housing and within this under Policy A2.10 for a school at Manor House Farm, Old Road, Churwell subject to:

i. LAYING OUT OF AT LEAST 2 HA OF GREENSPACE TO THE SATISFACTION OF THE CITY COUNCIL AND PROVISION OF AMENITY WOODLAND AS PART OF AN AGREED LANDSCAPE SCHEME, ON LAND WITHIN AND EXTERNAL TO THE SITE;

ii. IMPROVEMENTS TO THE PUBLIC FOOTPATH ACCESS TO COTTINGLEY STATION;

iii. RETENTION OF MANOR HOUSE FARM, A GRADE II LISTED BUILDING.

iv. PROVISION OF A SITE OF AT LEAST 1.2 HA FOR A SCHOOL IN A LOCATION TO BE AGREED WITH THE CITY COUNCIL

This site lies to the north of Churwell village and is bounded by housing to the south, the mainline railway to the north-east and open fields to the M621 to the north-west. The proposed site incorporates an existing infill housing commitment at Manor Farm, Old Road. It is proposed that access will be taken off Old Road. The development will provide the opportunity to improve the visual amenity of the approach to Cottingley Railway Station and the rail corridor. The developer will be required to improve the existing footpath link to the Station from Old Road, and to secure public access to amenity greenspace to be provided along Farnley Wood Beck both within and outside the housing site. Amenity woodland should be provided in the area identified adjoining the M621. This will provide the opportunity to consolidate the linear green corridor of the M621 and achieve the objectives of Policies N2, N9, N24 and N41B.

Local primary schools are already operating at capacity and additional school provision is likely to be necessary to meet the demand created by increased housing. A new school site must therefore be reserved within the housing allocation; the precise location to be agreed with the City Council.

17.2.2 REIN ROAD, MORLEY

Under Policy H3-1A.34, 3.2 ha of land to the west of Rein Road, Morley is allocated for housing, subject to:

i. PROVISION OF A SATISFACTORY MEANS OF ACCESS OFF THE TINGLEY BAR JUNCTION, INCLUDING PROVISION OF

APPROPRIATE OFF-SITE JUNCTION IMPROVEMENTS AND TRAFFIC CALMING MEASURES;

ii. PROVISION OF A SATISFACTORY MEANS OF DRAINAGE;

iii. PROVISION OF AN ENVIRONMENTAL BUFFER OF AT LEAST 90 METRES BETWEEN ANY HOUSING DEVELOPMENT AND ANY WORKING QUARRY FACE, TO SAFEGUARD RESIDENTIAL AMENITY;

iv. PREPARATION OF A PLANNING BRIEF TO GUIDE DEVELOPMENT, ESPECIALLY THE LOCATION OF THE BUFFER ZONE AND GREENSPACE.

The site lies between the existing active Britannia stone quarry, houses fronting Rein Road and the former quarry to the south which has permission for tipping. The site is partly in agricultural and garden use and provides a buffer between existing housing and the stone quarry. Any new housing development will need to retain a buffer zone of at least 90 metres between the houses and the quarry faces. Only access off an improved Tingley Bar junction will be permitted.

Greenspace provision will need to take account of Policies N2 and N4, and due consideration will need to be given to the design and landscaping requirements for the greenspace and the buffer zone.

17.2.3 BRUNTCLIFFE ROAD, MORLEY

Under Policy H3-2A.5, 5.0 ha of land is allocated for housing at Bruntcliffe Road, Morley, subject to:

i. THE PROVISION OF A SATISFACTORY MEANS OF ACCESS;

ii. THE WHOLE OF THE AREA BETWEEN THE HOUSING ALLOCATION H3-2A.5 AND THE EMPLOYMENT ALLOCATION E4(47) TO REMAIN OPEN FOR AMENITY PURPOSES;

iii. RETENTION AND ENHANCEMENT OF EXISTING PUBLIC FOOTPATHS;

iv. A SATISFACTORY MEANS OF DRAINAGE;

v. PREPARATION OF A PLANNING FRAMEWORK TO GUIDE DEVELOPMENT OF THIS SITE AND THE ADJOINING EMPLOYMENT ALLOCATION E4(47).

The site adjoins residential properties along its Bruntcliffe Road and Scotchman Lane frontages, with extensive views out across to open countryside to the south-west. A substantial area of amenity land,

incorporating existing public footpaths, will need to be provided by the developer between this site and the employment allocation to the north. Greenspace will need to be provided in accordance with Policy N4. The allotment gardens to the east of the site are protected under Policy N1A and will need to be retained. The site abuts the Green Belt and open countryside and this will need to be reflected in the landscape proposals for the site. Policy N24 will apply. The site would have to be accessed from Bruntcliffe Road; the prospective developer will be expected to provide any off-site highway improvements, if needed. The scale of the site, the need to safeguard the open character of a central area, the off-site access and drainage requirements mean that a Planning Framework will be required to guide development of this and the adjoining employment allocation.

17.2.4 DAISY HILL, MORLEY

Under Policy H3-2A.6, 2.9 ha of land is allocated for housing at Daisy Hill, Morley, subject to:

i. THE PROVISION OF A SATISFACTORY MEANS OF ACCESS;

ii. PROVISION OF ON-SITE GREENSPACE AND LANDSCAPE PLANTING TO THE EASTERN AND SOUTHERN BOUNDARIES;

iii. PROVISION OF A FOOTPATH LINK TO MORLEY STATION;

The site is enclosed by existing housing to the north and west, and industrial development to the south across the mainline railway, with open farmland to the east. The site is very close to Morley railway station. A footpath link to the station will be required to facilitate access to public transport. The site slopes to the south where the railway line is in a cutting. A good quality landscape scheme will be required to provide both a visual screen to open countryside to the east as is required under Policy N24, and as a buffer to the industrial development and railway line to the south.

17.2.5 E4 (14) NEPSHAW LANE/ASQUITH AVENUE, GILDERSOME

Under Policy E4 (14), 41.0 ha of land at Nepshaw Lane/Asquith Avenue, Gildersome is proposed for employment uses, subject to:

i. PROVISION OF SATISFACTORY MEANS OF ACCESS, WITH AT LEAST TWO POINTS OF ACCESS, AT NEPSHAW LANE AND GELDERD ROAD;

ii. CREATION OF A HIGH QUALITY ENVIRONMENT THROUGH THE USE OF QUALITY MATERIALS AND THE APPROPRIATE DESIGN OF BUILDINGS AND THEIR SETTINGS;

iii. ESTABLISHMENT OF A SATISFACTORY LANDSCAPE FRAMEWORK, INCLUDING BELTS OF STRUCTURE PLANTING;

iv. PROTECTION OF THE AMENITY OF OCCUPANTS OF NEARBY DWELLINGS;

v. ANY NECESSARY LEGAL AGREEMENTS;

vi. PREPARATION OF A PLANNING AND DEVELOPMENT BRIEF TO GUIDE DEVELOPMENT, IN PARTICULAR, LOCATION OF ACCESS POINTS AND ANY OFF-SITE WORKS, ENHANCEMENT AND PROTECTION OF DEAN WOOD LNA, AND PROTECTION OF ADJOINING RESIDENTIAL PROPERTIES.

The site has largely been restored to agricultural use following open cast coal mining. The site is proposed for employment use as an extension to the existing Gildersome Spur industrial estate, thus helping to consolidate employment opportunities in the area. Development of this site will be subject to a Traffic Impact Assessment with regard, in particular, to the impact on the M621/M62/A650/A62 junctions. Careful consideration would need to be given to Dean Wood, a designated Local Nature Area. Opportunities for environmental improvements, including woodland creation, will be sought under Policy N41B. Policy N24 will also apply. These and other details, including means of protecting adjoining residential properties, will be dealt with through a Planning and Development Brief.

17.2.6 LINGWELL GATE LANE, THORPE

Under Policy E4 (40) 5.2 Ha of land is allocated for employment use at Lingwell Gate Lane, Thorpe, subject to:

i. CREATION OF A HIGH QUALITY ENVIRONMENT THROUGH THE APPROPRIATE DESIGN OF BUILDINGS AND THEIR SETTINGS AND THE USE OF GOOD QUALITY MATERIALS;

ii. PROTECTION OF THE AMENITY OF LOCAL RESIDENTS BY CAREFUL SITING AND DESIGN OF BUILDINGS AND THE LANDSCAPING OF THE SITE;

iii. THE INTRODUCTION OF MEASURES TO CONTROL TRAFFIC FLOWS ON LOCAL ROADS IF NECESSARY;

iv. PREPARATION OF A PLANNING BRIEF TO GUIDE DEVELOPMENT AND, IF NECESSARY, PLANNING OBLIGATIONS TO SECURE MATTERS OUTSIDE THE SCOPE OF PLANNING CONDITIONS.

Much of the site is now derelict or under-used although it has been used

for employment purposes in the past. Redevelopment thus presents an opportunity to improve the local environment by removing an eyesore as well as creating jobs. Given the relationship to local housing, it is important that a good quality scheme is achieved and that it is designed in such a way that it has no injurious effect on residential amenity. Similarly, depending on the number and type of vehicle movements likely to be generated by development, the City Council may wish to control traffic flows onto the local road network as well as securing any necessary highway improvements.

17.2.7 TINGLEY COMMON, MORLEY

Under Policy E4(42) 10.6 ha of land is allocated for employment uses and as a key employment site reserved for manufacturing and distribution uses subject to:

i. PROVISION OF A SATISFACTORY MEANS OF ACCESS TO THE A650;

ii. CREATION OF A HIGH QUALITY ENVIRONMENT THROUGH THE USE OF QUALITY MATERIALS AND THE APPROPRIATE DESIGN OF BUILDINGS AND THEIR SETTINGS;

iii. ESTABLISHMENT OF A SATISFACTORY LANDSCAPE FRAMEWORK INCLUDING BELTS OF STRUCTURE PLANTING;

iv. PROTECTION OF THE AMENITY OF OCCUPANTS OF NEARBY DWELLINGS;

v. ANY NECESSARY LEGAL AGREEMENTS.

The Council's strategy for the local economy recognises the need to provide quality sites in strategic locations providing a green field setting, for manufacturing/distribution use with high visibility/profile and ready access to the motorway network. The Tingley Common site meets those requirements.

Access can be taken from the A650 only. A Traffic Impact Assessment will be necessary to fully establish the impact of the proposals on this busy part of the highway network, and from this, the extent of any off-site works required. This assessment will need to consider any problems of vertical alignment/visibility arising from the relationship of the site access to the bridge over the M62, the need for a right-turning lane (and possible signal control) and trip generation and its impact on Tingley Roundabout.

The motorway location and high visibility of this site from the motorway warrant the provision of a high quality scheme. The relationship of the site to the Green Belt, open countryside and housing further necessitate the provision of substantial, quality landscape treatment. Layout and

design will further need to take account of the relationship of the site to housing to the west.

Off-site works are likely to require legal agreements.

17.2.8 BRUNTCLIFFE ROAD, MORLEY

Under Policy E4 (47), 6.5 ha of land is allocated for employment uses at Bruntcliffe Road, Morley, subject to:

i. THE PROVISION OF A SATISFACTORY MEANS OF ACCESS;

ii. THE WHOLE OF THE AREA BETWEEN THE HOUSING ALLOCATION H3-2A.5 AND THE EMPLOYMENT ALLOCATION E4 (47) TO REMAIN OPEN FOR AMENITY PURPOSES;

iii. THE RETENTION OF LAND BETWEEN THIS EMPLOYMENT ALLOCATION AND BRUNTCLIFFE ROAD AS A LANDSCAPED OPEN AREA;

iv. A SATISFACORY MEANS OF DRAINAGE;

v. PREPARATION OF A PLANNING FRAMEWORK TO GUIDE THE DEVELOPMENT OF THIS SITE AND THE ADJOINING HOUSING ALLOCATION H3-2A.5.

The site adjoins an existing industrial estate to the north-west and has an open frontage to Bruntcliffe Road which will need to be retained as part of the development. The Bruntcliffe Road frontage is the only remaining open break in an otherwise built-up road frontage, offering long distance views across open countryside. It is important to protect these views across the site and consequently, any new building will have to be of a height which retains these long distance views. Careful use will have to be made of levels within the site. Any development of this site will add to the existing peak hour traffic flows. Off-site highways improvements, including a signal-controlled junction at Bruntcliffe Road/Scott Lane junction, will therefore need to be discussed and agreed with the Council's Highway engineers. A Planning Framework will need to be prepared to guide the comprehensive development of this site and the adjoining housing allocation (H3-2A.5) and amenity woodland.

17.2.9 THORPE LANE/BRADFORD ROAD, TINGLEY

Under Policy T17.5, 2.9 Ha of land at Thorpe Lane/Bradford Road, Tingley is proposed for Park and Ride parking and related facilities.

The Parliamentary Bill for the Leeds Supertram (Line 1, City Centre to Tingley) was approved in 1993. The proposals contained in the Bill show

the line terminating at this site. The maximum likely extent of parking, station and associated facilities is shown on the Proposals Map. The siting will allow for the interchange of passengers using bus services on the A650 as well as providing for the needs of commuters and local people. The site remains in the Green Belt and this will have a bearing on the form of the development as well as the nature and extent of any associated facilities.

17.2.10 QUEEN STREET, MORLEY

Under Policy S3 (iii), the length of Queen Street between Albion Street and Fountain Street will be pedestrianised subject to:

i. EXTENSIVE ENVIRONMENTAL IMPROVEMENTS;

ii. APPROPRIATE TRAFFIC MANAGEMENT MEASURES.

Pedestrianisation of Queen Street is vital to the regeneration and enhancement of Morley Town Centre and will create significant improvements in road safety along Queen Street by providing a totally traffic-free area during the busiest shopping period of the day between 10am and 4pm. The attractiveness of the shopping area is currently reduced by the volume of traffic, parking and narrow footpaths along Queen Street. The pedestrianisation proposal was approved following a Public Inquiry in January 1993.

17.2.11 LAND AT MOOR HEAD MILLS, GILDERSOME

Under Policy N5, 1.95 ha of land adjacent to Moor Head Mills, Gildersome, will be laid out as greenspace within the Green Belt as part of the development of the former site of Moor Head Mills for housing.

A planning brief has been prepared to guide the development of the site and the provision of greenspace. The site has the benefit of outline planning permission for housing.

17.2.12 LAND ADJACENT TO DEANFIELD MILL, MORLEY

Under Policy N5, 0.3 ha of land adjacent to Deanfield Mill at Asquith Avenue is proposed as greenspace.

This area of land is owned by the City Council and provides an opportunity to enhance greenspace provision, which could include provision of a children's play area, in the locality.

17.2.13 LAND AT BANTAM GROVE LANE, MORLEY

Under Policy N5, 1.9 ha of land at Bantam Grove Lane, south of Bantam Grove Mills, is proposed as public amenity greenspace, to be laid out as and when resources become available.

This site will provide amenity greenspace for residents of Topcliffe Avenue and Bantam Close.

17.2.14 LAND AT HAIGH WOOD, WEST ARDSLEY

Under Policy N11, on land at Haigh Wood, West Ardsley, only open uses will be permitted. Building will only be allowed if it can be shown that it is necessary for the operation of farming or recreational uses, and if it would not adversely affect the open character of the area.

The central open valley of Haigh Wood is physically separated from open countryside by the built-up areas of West Ardsley. However, in view of the substantial amount of land already committed or proposed for development elsewhere, and the value of this area of attractive open farmland and grazing land surrounding the wooded valley of Baghill Beck (a designated Local Nature Area), as a major visual amenity forming a break in the built-up area, it should be protected from development.

17.2.15 LAND AT LOW MOOR FARM, MORLEY

7.4 ha of land at Low Moor Farm has been allocated as a Protected Area of Search under Policy N34.

17.2.16 WEST OF CHURWELL

3.0ha of land to the east of the M621 are safeguarded as a Protected Area of Search. As part of the development of this site, adjacent land to the west will be identified as proposed greenspace.

17.2.17 LAND AT TINGLEY STATION, MORLEY

43.6ha of land at Tingley Station, Morley is allocated as a Protected Area of Search under Policy N34. The site will only be considered in future at a review of the Plan and in the event that the Supertram link to Tingley is implemented or firmly committed.

17.2.18 LAND AT SPRING GARDENS, DRIGHLINGTON

9.1 ha. of land at Spring Gardens, Drighlington has been allocated as a Protected Area of Search under Policy N34.

17.2.19 NEW LANE, EAST ARDSLEY

4.3 ha of land at New Lane, East Ardsley, is allocated as a Protected Area of Search under Policy N34.

17.2.20 BRADFORD ROAD, EAST ARDSLEY

13.64 ha of land at Bradford Road, East Ardsley, is allocated as a Protected Area of Search under Policy N34.

17.2.21 LANE SIDE FARM, CHURWELL

17.5 ha. of land at Lane Side Farm, Churwell is allocated as a Protected Area of Search under Policy N34. If this is considered in future it is anticipated that only 12 ha will be available for housing, with the remaining 5.5ha to be provided as greenspace.

17.2.22 OWLERS FARM, MORLEY

4.1 ha. of land at Owlers Farm, Morley is allocated as a Protected Area of Search under Policy N34. If this site is considered in future it is anticipated that it will be associated with proposals for woodland planting on 8.4 ha of land to the east of the Dewsbury Road/Wide Lane roundabout in furtherance of UDP policies N41, N41A and N41B.

18. NORTH LEEDS

18.1 AREA STATEMENT

18.1.1 North Leeds is an area of largely residential suburbs north of the City Centre, together with an adjoining stretch of open attractive countryside reaching out towards Wharfedale. Policies and proposals for the development and use of a large part of this area were included in the North Leeds Local Plan (adopted - September 1988), establishing Green Belt boundaries and maintaining the local character. Outstanding development commitments derived from the Local Plan, and the limitations imposed by the existing and potential capacity of the major road corridors (Otley Road A660, Harrogate Road A61, Wetherby Road A58), restrict the scope for bringing forward fresh development land in the Unitary Development Plan period. Two sites, East Moor and Shadwell Boys' School) not available at the time of the preparation of the Local Plan will however contribute to the overall housing land requirements, as will the site proposed for family housing and Sheltered Accommodation at Churchwood Avenue, and land at Church Lane, Adel. Land at Chapel Allerton Hospital is proposed for a mixed-use development including housing.

18.1.2 The line of the proposed Supertram will be reserved and protected with a Park and Ride at Bodington. A further Park and Ride site at Harrogate Road, Alwoodley Gates is proposed.

18.1.3 Two areas of land at Moseley Bottom, Cookridge and Church Lane, Adel are excluded from the Green Belt and defined on the Proposals Map as a protected area of search to allow for the possibility, subject to a review of the UDP, of long term development beyond the plan period.

18.1.4 Commercial and employment proposals include a prestige office development at Bodington Hall Playing Fields. The area around the Outer Ring Road/Otley Road A660 Junction at Lawnswood is particularly suitable for such a prestige office development.

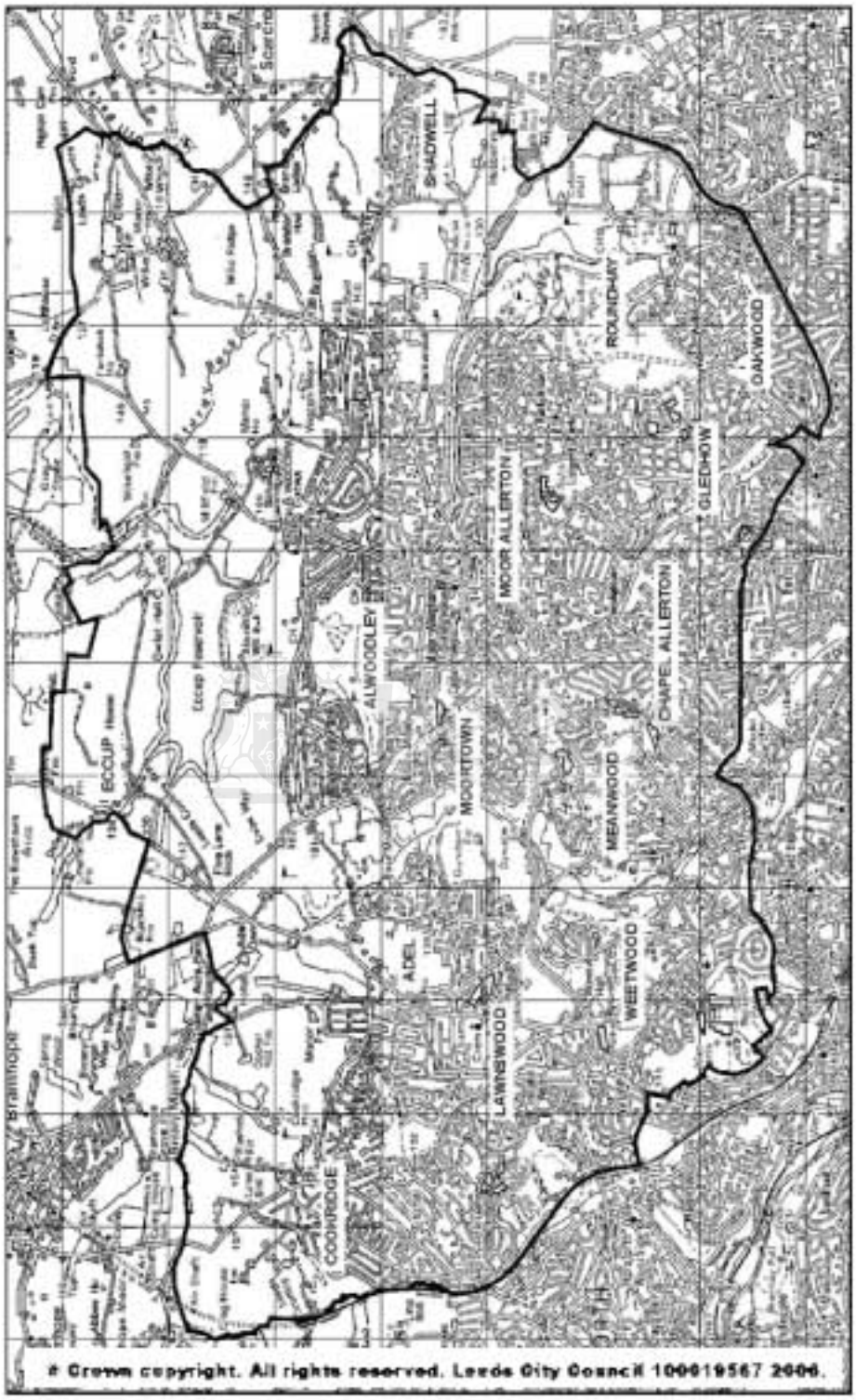
18.1.5 A large part of the rural area is designated Special Landscape Area and it is proposed to extend this designation to an area of equivalent landscape quality to the east.

REGENERATION & NEIGHBOURHOOD RENEWAL

18.2 HOLT PARK DISTRICT CENTRE

Holt Park Centre currently has a large number of vacant retail units and is suffering decline due to both under-investment and fundamental design

NORTH LEEDS


SHADWELL
ROUNDHAY
OAKWOOD
MOOR ALLERTON
GLEDHOW
CHAPEL ALLERTON
ALWOODLEY
MOORTOWN
MEANWOOD
ECCUP
ADEL
WEETWOOD
LAWNSWOOD
COOKRIDGE
Braithwaite
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flaws in the original layout. This is recognised in Chapter 9 of the UDP (Shopping Policies), in which Holt Park is identified as a centre to be accorded priority for refurbishment and/or enhancement under Policy S3A. Therefore:

UNDER POLICY R2, HOLT PARK DISTRICT CENTRE, DEFINED IN THE PROPOSALS MAP, IS IDENTIFIED AS AN 'ACTION AREA' IN ORDER TO GUIDE DEVELOPMENT PROPOSALS AND INVESTMENT IN AND AROUND THE DISTRICT CENTRE. THE OBJECTIVES ARE:

- **The provision of modern shopping facilities, including a new supermarket**
- **The provision of new and enhanced community facilities such as a replacement secondary school (Ralph Thoresby School), new library, health centre and improvements to the existing leisure facilities provided within the site, both for the school and the community**
- **To promote underused car parking sites for appropriate development**
- **To ensure that the centre is a focus for public transport**
- **To secure a net gain in the overall quality and quantity of playing pitch provision. Loss of playing pitches will only be acceptable where pitches are replaced by others of equivalent or better quantity and quality, or where outdoor or indoor sports facilities are provided of sufficient benefit to the development of sport to outweigh the loss**

The Council's approach in responding to these issues will be to provide a planning framework to help underpin Holt Park as a District Centre ("Town Centre" under Policy S2) and provide a context for additional investment in retailing, office, educational, community and residential development.

The Planning Framework will co-ordinate and prioritise the discrete elements of this project. Implementation will be secured through private investment, use of planning obligations, investment of capital receipts from the sale of Council land and Private Finance Initiative (PFI) arrangements.

Partnerships: The Council is adopting a partnership-based approach which involves all key stakeholders. These include key landowners, retailers, Ralph Thoresby School, the Primary Care Trust and other community organisations. It is envisaged that a public consultation exercise of draft proposals will be undertaken.

Timescale: The construction of the replacement District Centre will be carefully phased over a number of years with development commencing in 2006 with the development of a replacement Ralph Thoresby School. The remaining elements of the District Centre will come forward when the school has been completed.

18.3 UDP SITE PROPOSALS

18.3.1 CHAPEL ALLERTON HOSPITAL, HAREHILLS LANE

A mixed use development is proposed at Chapel Allerton Hospital, including 5.39 ha for housing (H3-1A.25) and 1.71 ha for employment uses (Policy E4(15)) subject to:

i. PROVISION OF OFFSITE HIGHWAY IMPROVEMENTS TO THE JUNCTION OF HAREHILLS LANE/CHAPELTOWN ROAD;

ii. FULL REGARD TO THE LISTED BUILDINGS AND THEIR SETTING IN THE DESIGN AND MATERIALS OF NEW DEVELOPMENT.

Although lying within the area covered by the North Leeds Local Plan (adopted 1988) the hospital site was not available for development at that time, but is now no longer required for hospital purposes and alternative uses are proposed. A Planning Brief was approved to guide the development of the site in 1998. Because of the size and location of the site a mixed use, residential/ employment is appropriate. The expected traffic generation from these uses will require increased highway capacity at the Harehills Lane/Chapeltown Road junction. The group of listed buildings on site will require particular consideration. Use of these buildings for office use will secure their retention. The trees along the eastern boundary will be retained which, together with further landscaping, would create a buffer between the residential properties and the proposed office use.

An area of some 2.3 ha, at the northern end of the site, adjoining existing housing and including the nurses accommodation on site, which is capable of refurbishment for general residential use, is the most suitable area for housing.

18.3.2 CHURCHWOOD AVENUE, WEST PARK

Under Policy H3-1A.26, approximately 7 ha of land at Churchwood Avenue/Ancaster Road, is allocated for housing subject to:

i. RETENTION OF MATURE TREES, SUBJECT TO A TREE CONDITION SURVEY AND ADDITIONAL PLANTING AND LANDSCAPING TO THE BOUNDARIES OF THE SITE;

ii. WHERE DEVELOPMENT WOULD MATERIALLY ADD TO THE POLLUTION LOAD IN THE MEANWOOD BECK CATCHMENT, START ON SITE SHOULD BE DELAYED UNTIL YORKSHIRE WATER SERVICES HAVE IMPLEMENTED APPROPRIATE SEWERAGE SCHEMES;

iii. IN THE EVENT THAT SURFACE DISCHARGE FROM THE SITE WOULD MAKE THE FLOW REGIME IN MEANWOOD BECK CATCHMENT MATERIALLY WORSE THEN DETAILS OF REMEDIAL MEASURES SHOULD BE AGREED AS PART OF THE DEVELOPMENT SCHEME WHICH MAY INCLUDE OFF-SITE WORKS.

iv. THE PROVISION OF A PEDESTRIAN ROUTE THROUGH THE SITE LINKING OTLEY ROAD AND THE BECKETT PARK CAMPUS

The site which totals 7.0 ha. is currently occupied by filter beds which will become surplus to the requirements of Yorkshire Water, although it is expected that about 25% of the site will be retained for operational purposes. Although there are highway problems in the A660 corridor, a mixture of family and sheltered accommodation to provide for local housing needs is considered to be the most appropriate use for the site. The "Supertram" route will run past this site on the Otley Road. There are mature trees along the boundaries of the site which should be retained where possible. The site lies within the drainage area of the Meanwood Beck which has been identified as an amenity watercourse.

18.3.3 CHURCH LANE, ADEL

Under Policy H3-2A.7, 2.5 ha of land is allocated for housing, subject to:

i. PROVISION OF SATISFACTORY ACCESS OFF HOLT AVENUE;

ii. WHERE DEVELOPMENT WOULD MATERIALLY ADD TO THE POLLUTION LOAD IN THE MEANWOOD BECK CATCHMENT, START ON SITE SHOULD BE DELAYED UNTIL YORKSHIRE WATER SERVICES HAVE IMPLEMENTED APPROPRIATE SEWERAGE SCHEMES;

iii. IN THE EVENT THAT SURFACE WATER DISCHARGE FROM THE SITE WOULD MAKE THE FLOW REGIME IN THE MEANWOOD BECK CATCHMENT MATERIALLY WORSE THEN DETAILS OF REMEDIAL MEASURES SHOULD BE AGREED AS PART OF THE DEVELOPMENT SCHEME WHICH MAY INCLUDE OFF-SITE WORKS;

iv. JUNCTION IMPROVEMENTS IN THE VICINITY OF THE SITE, IN ACCORDANCE WITH THE DEPARTMENT OF TRANSPORT'S REQUIREMENTS.

This site provides an acceptable extension to the urban area without compromising the Green Belt and Special Landscape Area or the neighbouring Conservation Area to the north east. The high standard of

landscaping that will be required reflects the sensitivity of the site's surroundings.

Minor improvements will be needed at the junction of Holt Avenue and Church Lane. Access would be taken from Holt Avenue.

The site is located within the drainage area of the Meanwood Beck which has been identified as an amenity watercourse.

18.3.4 SHADWELL BOYS' SCHOOL, SHADWELL LANE, MOORTOWN

Under Policy H3-1A.27, 9.5 ha of land at Shadwell Boys' School is allocated for housing subject to:

i. PROVISION OF LINEAR GREENSPACE BETWEEN THE RING ROAD AND LAND TO THE NORTH;

ii. RETENTION OF THE PLAYING FIELDS;

iii. PROVISION OF COMMUNITY FACILITIES.

Shadwell Boys' School, a children's community home in extensive grounds, lies within the area covered by the North Leeds Local Plan (adopted 1988). The land is now surplus to education needs and is proposed for residential use. The site has well-used playing fields at the west end of the site which should be retained in line with Policy N6. Furthermore, a greenspace link between the Ring Road and land to the north should be maintained in order to enhance the network of Urban Green Corridors under Policy N8.

A requirement has been identified for community facilities in the area, the site could provide an opportunity to provide such facilities.

Access should only be taken from Shadwell Lane.

18.3.5 EAST MOOR, TILE LANE, ADEL

Under Policy H3-1A.35, 6.0 ha of land is allocated for housing on the site of the former East Moor Community Home School, subject to:

i. PREPARATION OF A COMPREHENSIVE PLANNING AND DEVELOPMENT BRIEF FOR THE SITE WHICH WILL ENSURE THE RETENTION OF AREAS OF WOODLAND, GREENSPACE AND LANDSCAPING WITHIN THE SITE (LEAVING APPROXIMATELY 4 HA OF LAND FOR DEVELOPMENT);

ii. RESOLUTION OF HIGHWAYS PROBLEMS ON TILE LANE;

iii. SUITABLE LANDSCAPING BETWEEN THE HOUSING AND THE SECURE UNIT;

iv. WHERE DEVELOPMENT WOULD MATERIALLY ADD TO THE POLLUTION LOAD IN THE MEANWOOD BECK CATCHMENT, START ON SITE SHOULD BE DELAYED UNTIL YORKSHIRE WATER SERVICES HAVE IMPLEMENTED APPROPRIATE SEWERAGE SCHEMES;

v. IN THE EVENT THAT SURFACE WATER DISCHARGE FROM THE SITE WOULD MAKE THE FLOW REGIME IN MEANWOOD BECK CATCHMENT MATERIALLY WORSE, THEN DETAILS OF REMEDIAL MEASURES SHOULD BE AGREED AS PART OF THE DEVELOPMENT SCHEME WHICH MAY INCLUDE OFF-SITE WORKS.

The site totals 6.0 ha but it is expected about 4 ha will be available for development. The community home use has now ceased on this site which is partly disused and partly in temporary use for student housing. It is considered that residential development is the most appropriate future use for the site. The site contains important groups of trees, open areas and landscape features which need to be retained and enhanced. These will also help to provide local green corridors connecting existing greenspace and woodland to the Meanwood Valley Local Nature Reserve.

Tile Lane is a narrow road with no pavement so any development should not increase existing traffic flows. Road safety issues on the lane and at Adel Primary School will also need to be resolved before development takes place.

It is considered that new development should be adequately screened from the secure unit to the north.

The site abuts the Green Belt so the provisions of Policy N24 will apply.

The site is located in the drainage area of the Meanwood Beck, which has been identified as an amenity watercourse.

18.3.6 BODINGTON HALL PLAYING FIELDS, LAWNSWOOD

Under Policy E4 (17), E18 (6) and E19, 6.5 ha of land at Bodington Hall Playing Fields, Lawnswood is proposed for a key business park reserved for B1 offices, and promoted for prestige offices, with 5 ha of land for a park and ride facility in association with Supertram under Policy T17.2 Major landscaping is also proposed to protect the strategic network of Urban Green Corridors under Policy N8 and the open character under Policy N11. Development is subject to:

i. SATISFACTORY ACCESS FROM THE A660, INCLUDING ANY NECESSARY OFF-SITE IMPROVEMENT WORKS;

ii. HIGH QUALITY DESIGN AND MATERIALS TO REFLECT THE SITE'S PRESTIGIOUS LOCATION;

iii. MAJOR LANDSCAPING TO COMPLEMENT THE STRATEGIC URBAN GREEN CORRIDOR;

iv. AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE LOCATION OF USES AND REQUIREMENTS FOR JUNCTION IMPROVEMENTS AND ACCESS POINTS, GREENSPACE, LANDSCAPE, DESIGN AND MATERIALS;

v. WHERE DEVELOPMENT WOULD MATERIALLY ADD TO THE POLLUTION LOAD IN THE MEANWOOD BECK CATCHMENT START ON SITE SHOULD BE DELAYED UNTIL YORKSHIRE WATER SERVICES HAVE IMPLEMENTED APPROPRIATE SEWERAGE SCHEMES.

vi. IN THE EVENT THAT SURFACE WATER DISCHARGE FROM THE SITE WOULD MAKE THE FLOW REGIME IN MEANWOOD BECK CATCHMENT MATERIALLY WORSE THEN DETAILS OF REMEDIAL MEASURES SHOULD BE AGREED AS PART OF THE DEVELOPMENT SCHEME WHICH MAY INCLUDE OFF-SITE WORKS.

The site comprises University playing fields on gently sloping land north of the Ring Road (A6120) and A660 junction. It is a prominent location in a gateway setting which is particularly attractive to prestige office buildings. High quality design and materials are required, in accordance with Policies N12 and N13.

The predominant characteristic of this part of the Outer Ring Road corridor is the largely open landscape through which it passes. Open grazing land occupies the north-facing slopes south of the Ring Road. The south-facing slopes north of the Ring Road, are largely in sports field use. The area is prominent as seen from the Ring Road, and there are also attractive views across the land from Weetwood Lane.

The site is at the outer end of the line of the proposed Supertram route to Headingley which is reserved and protected under Policy T13. Para 6.4.18 explains the need for park-and-ride facilities in such locations and Policy T17 (2) allocates part of the Bodington Playing Fields for this purpose;

A detailed planning framework is required to determine the pattern of land uses and guide development on this site.

18.3.7 WOODSIDE QUARRY, WEST PARK

Under Policy E4 (18) 12.5 ha of land at Woodside Quarry is allocated as a key employment site under Policy E8 (8) to preserve its availability for the full range of employment uses. Development is subject to:

i. SATISFACTORY RESTORATION PROPOSALS FOR THE SITE INCLUDING TREATMENT OF THE EXISTING QUARRY FACE AND LANDSCAPE

ii. AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE PRECISE LOCATION OF THE ACCESS, THE USE AND INTENDED DEVELOPMENT OF EACH PART OF THE SITE AND RESTORATION AND LANDSCAPE TREATMENT.

The site is well screened from the nearest housing and is in close proximity to the Ring Road. The developable area of the site utilises the quarry floor where possible and the remaining area (approximately 4.2 ha.) is intended for restoration works associated with and arising from the former quarrying activities at the site.

An LNA and Tree Preservation Order encircle the site;

18.3.8 LINGFIELD APPROACH, MOORTOWN, AND HARROGATE ROAD, ALWOODLEY GATES.

Under Policy T17, land at Lingfield Approach, Moortown and Harrogate Road, Alwoodley Gates are proposed for Park and Ride.

18.3.9 SUPERTRAM: CITY CENTRE TO LAWNSWOOD (A660 CORRIDOR)

Under Policy T13 the route of the Supertram and potential station sites will be reserved and protected.

18.3.10 TILE LANE, ADEL

Under Policy N5, 11.5 ha of land at Tile Lane, Adel is proposed as amenity greenspace for informal recreation.

The site comprises a bridleway and agricultural land adjacent to Scotland Wood. The area is considered suitable to provide an extension to the existing greenspace woodlands.

18.3.11 LAND AT OUTER RING ROAD, MOORTOWN

Under Policy N11, on land at the Outer Ring Road, Moortown, only open uses will be permitted. Building will only be allowed if it can be shown that it is necessary for the operation of farming or recreational uses, and it would not be adversely affect the open character of the area.

The principal east-west route through the area is the A6120 Ring Road. Although this road is bounded by existing, largely residential development for some of its length, the predominant characteristic is one of a route passing through a largely open landscape interspersed with wooded areas. New planting adjacent to the David Lloyd Centre has extended these wooded areas. A bridleway crosses the Ring Road and provides public access along Scotland Mill Lane to the western part of the area. It is considered that the main characteristics of the area are its openness and landscape quality and that it is worthy of protection both as a setting for a major route and as an amenity for local residents.

18.3.12 MOSELEY BOTTOM, COOKRIDGE

9.9 ha. of land at Moseley Bottom, Cookridge has been allocated as a Protected Area of Search under Policy N34.

18.3.13 CHURCH LANE, ADEL

11.7 ha. of land at Church Lane, Adel has been allocated as a Protected Area of Search under Policy N34.

19. OTLEY AND MID WHARFEDALE

19.1 AREA STATEMENT

19.1.1 This predominantly rural area in the north of the district includes the settlements of Harewood, Weardley, Arthington, Pool-in-Wharfedale and the freestanding market town of Otley. The distinctive character of each of these settlements is recognised as being an important feature to be retained.

19.1.2 This is an area of predominantly high landscape value dominated by the Wharfe Valley and will continue to be protected by its designation as Green Belt. A Special Landscape Area has also been defined. Development within the area therefore will be limited. Because of this, proposals for sand and gravel extraction east of Otley within the Special Landscape Area will be resisted (Policy N46A). However, acknowledging the sub-regional need, a site for sand and gravel extraction is proposed at Midgley Farm, Otley, together with subsequent restoration with inert material to return the site to agricultural use.

19.1.3 Two housing sites have, however, been identified in Otley and Pool, which can be developed within the Plan period without the need for major highway improvements. One smaller housing site is also proposed in Harewood and a small employment site has been identified in Otley.

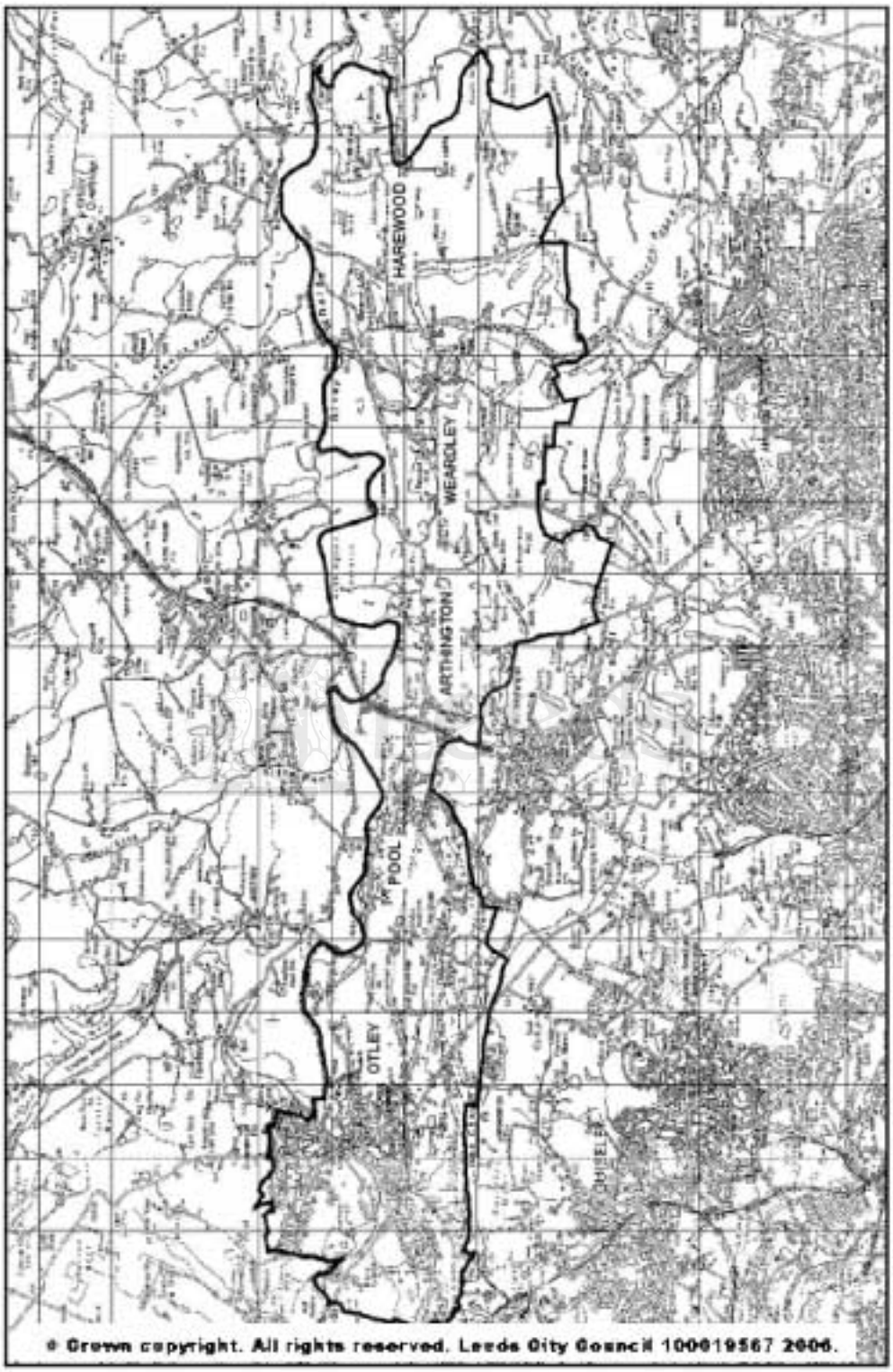
19.1.4 Construction of the East of Otley Relief Road under Policy T20 (4), in conjunction with the release of significant land for housing and industry, will relieve traffic and environmental problems within the town.

19.1.5 An area of approximately 11 ha. is designated under policy N34 as a Protected Area of Search for possible long term development beyond the Plan period at the western edge of Pool. This area includes that required for a possible West of Pool Bypass, which would be funded from the possible housing development. The precise alignment of the Bypass and hence the extent of the housing contained by it will determined if and when this land is brought forward through a review of the Plan.

19.1.6 The Harewood Bridge Bypass proposal under T20 (3) is aimed at reducing the number of accidents at a particular accident blackspot on the A61.

19.1.7 Improvements by the Department of Transport to the A660 Trunk Road between the Otley Bypass and the Burley in Wharfedale Bypass are proposed under Policy T19.

OTLEY AND MID WHARFEDALE



19.2 UDP SITE PROPOSALS

19.2.1 RUMPLECROFT, OTLEY

Under Policy H3-3A.21, 4.9 ha of land is allocated for housing at Rumplecroft, Otley, subject to:

i. NO ACCESS FROM ST DAVID'S ROAD;

ii. SATISFACTORY TRAFFIC MANAGEMENT ON SURROUNDING NARROW ROADS, INCLUDING PROVISION OF OFF-STREET PARKING.

The site abuts the Green Belt and the requirements of Policy N24 will apply. Development should address the traffic issues in the adjacent residential streets and is dependent upon the provision of satisfactory access.

19.2.2 SWALLOW DRIVE, POOL IN WHARFEDALE

Under Policy H3-1A.28, 5.9 ha. of land is allocated for housing at Swallow Drive, Pool in Wharfedale, subject to:

SATISFACTORY ACCESS FROM SWALLOW DRIVE.

This site is on the eastern edge of Pool and is bounded by existing residential development to the north, east and west and the old line of the Leeds-Otley railway route to the south. The land is currently used for grazing. The site abuts the Green Belt and the requirements of Policy N24 will apply. Pool Parish Council has identified a requirement for low-cost housing in the village to provide for local and special needs to sustain the community. The site would provide an opportunity for such housing and the requirements of Policies H10 - H14 will apply. Access is acceptable from Swallow Drive, with a secondary access possible from Arthington Lane through the new H4 (76) allocation at “Whitegates”. Suitable measures will be required at the detailed design stage to avoid the possibility of “rat running” through both housing proposal sites from New Pool Bank to Arthington Lane.

19.2.3 VILLAGE FARM, HAREWOOD

Under Policy N32, 12.4 ha of land was excluded from the Green Belt, of which 1.4 ha at Village Farm is allocated under Policy H3-3A.22 for housing.

Harewood is a compact village, a large cohesive grouping of buildings which merits the status of a settlement inset in the Green Belt. It has a distinctive character; is included in a Conservation Area and has generally

well-defined boundaries. Its exclusion from the Green Belt allows for some limited housing development of a scale appropriate to the size and character of the village as a whole. The site abuts the Green Belt and the requirements of Policy N24 will apply.

19.2.4 EAST OF OTLEY

Under Policies H3-3A.30 and E4 (20), 30.2 ha of land east of Otley is allocated for housing, employment uses and greenspace, subject to:

i. DEVELOPMENT OF THE SITE ONLY COMMENCING FOLLOWING THE COMPLETION OF LEGAL AGREEMENTS WHICH SECURE THE COMPLETION OF THE EAST OF OTLEY RELIEF ROAD WITHIN AN AGREED PHASED TIMESCALE AND WITHIN 5 YEARS OF COMMENCEMENT OF HOUSING DEVELOPMENT;

ii. AN AGREED PLANNING FRAMEWORK WHICH WILL DETERMINE THE LOCATION OF HOUSING, EMPLOYMENT, GREENSPACE, LANDSCAPE AND ACCESS POINTS AND PROVISION OF LOCAL COMMUNITY FACILITIES;

iii. CARRYING OUT OF TESTS TO DETERMINE IF LANDFILL GAS IS PRESENT ON ANY PART OF THE SITE AND THE AGREEMENT, IF NECESSARY, OF A SCHEME FOR ANY REMEDIAL MEASURES.

The area is bounded by existing mainly residential development to the north and south-west and by industrial development to the west. The eastern boundary is the preferred line of the proposed East of Otley Relief Road (see Policy T20 (4)).

The area is considered suitable for development in conjunction with the proposed East of Otley Relief Road (Policy T20 (4)). The housing and road may be developed in phases subject to legal agreements being in place to secure the completion of the whole of the Relief Road within an agreed phased timescale and with a prescribed five year period. The Relief Road would create a clearly defined sustainable Green Belt boundary and, since the site adjoins the Green Belt, the requirements of Policy N24 will apply.

It is proposed that about 20 ha (gross) of the site should be developed to provide for local housing opportunities. However, there is also a recognised need for industrial land in Otley to cater for local employment needs. It is therefore proposed that part of the site should be developed for employment purposes (about 5 ha).

A detailed planning framework is required to determine the pattern of land uses and guide development. Greenspace will also be provided within

this development both to act as a buffer zone between residential and industrial developments and to contribute to the greenspace within existing residential areas. As part of this framework, the provision of greenspace should have regard to Policies N2 and N4.

Should the existing employment uses lying adjacent to the west of the site wish to relocate in the longer term, consideration will be given to utilising any resulting vacant land for residential purposes.

The site abuts a former household waste tip now known as Ings Playing Fields. It will be essential to determine if any landfill gas is present and if so, what measures would be required to be taken before development proceeds.

19.2.5 EAST CHEVIN ROAD/LEEDS ROAD, OTLEY

Under Policy E4 (19), 1.4 ha of land is allocated for employment uses at East Chevin Road, Otley.

This site is considered suitable for employment uses if the existing cattle market on the site re-locates within the Plan period.

19.2.6 POOL BANK QUARRY, OTLEY

Under Policy N5, 6 ha. of land is proposed as greenspace for informal recreation at Pool Bank Quarry, Otley.

This site forms a natural extension to the Chevin Forest Park and its protection is seen as being important to help enhance the scale and character of this larger open area.

19.2.7 DISMANTLED RAILWAY, BRADFORD ROAD, OTLEY

Under Policy N5, 6.2 Ha of land is proposed as linear greenspace for informal recreation.

The site comprises the disused railway line running between West Chevin Road and the Leeds/Bradford boundary. Although presently in use as an informal footpath, access and waymarking improvements are required. This should include the provision of a pedestrian crossing or footbridge across Bradford Road. The proposal will link with a corresponding proposal put forward in the Bradford UDP.

The possibility of a rail link from Otley to Leeds via Guiseley may be considered in the Plan period. The disused railway line offers potential for such a link. Co-ordination with Bradford City Council would be needed in relation to the section of line in their area.

19.2.8 WEST OF POOL IN WHARFEDALE

11.0 ha. of land west of Pool has been allocated as a Protected Area of Search under Policy N34, in association with a future West of Pool Bypass.

19.2.9 MIDGLEY FARM, OTLEY

Under Policy N46B, a total of 33.4 ha of land is identified from within which extraction of sand and gravel is proposed, with restoration to agricultural use, subject to:

i. PROVISION OF ADEQUATE MEASURES TO ENSURE THE PROTECTION OF AMENITY FOR NEARBY RESIDENTS AND OTHERS, INCLUDING THOSE ON MOOR DRIVE;

ii. AN AGREED SCHEME OF RESTORATION PRINCIPALLY TO AGRICULTURE WHICH PROVIDES FOR:

a. THE RESTORATION OF A MINIMUM OF ALL GRADE 2 LAND TO AGRICULTURAL USE WITHOUT SIGNIFICANT LOSS OF QUALITY,

b. INFILLING WITH UNCONTAMINATED INERT MATERIALS ONLY,

c. REPLACEMENT AND ENHANCEMENT OF LANDSCAPE FEATURES INCLUDING HEDGEROWS, TREES AND WOODED AREAS,

d. CREATION OF NATURE CONSERVATION HABITATS WITH PUBLIC ACCESS ON AREAS NOT RESTORED TO AGRICULTURE;

iii. DETAILED MINERALS POLICIES CONTAINED IN APPENDIX 6, VOLUME 2.

The site boundary represents the area of search within which sand and gravel extraction is acceptable, rather than the maximum area for activity. Certain sensitive areas will be protected, for example where the site borders or is near housing, including Moor Drive and the proposed East of Otley housing proposal H6, together with the line of the East of Otley Relief Road to ensure its stability. Adequate measures will be required to protect the amenity of residents living near the site, including from visual intrusion and from noise and dust disturbance. These will be determined on the basis of the General Minerals Policies in Volume 2, Appendix 6.

The proposed site is visible from both within the valley and in a wider landscape when viewed from the Chevin. The area to the south, including the Chevin, is designated as a Special Landscape Area.

For these reasons it is important that the visual impact of site operations be minimised and that the restoration scheme should conserve and enhance the landscape character of the area. Most of the site is Grade 2 agricultural land and this area should be restored to generally original ground levels and returned to agricultural use, with the replacement and enhancement of trees and hedgerows. Nature conservation aspects of the site should be enhanced, with public access, bearing in mind the wildlife corridor function of the River Wharfe (LNA 90). The creation of additional large water areas would compound the adverse impact of past mineral working upon the landscape character of the Wharfe Valley and, therefore, is not acceptable in this location. Any land not reinstated to agriculture should therefore be restored for nature conservation with public access, to include wetland and small areas of water.

Since the site is wholly in washland, the National Rivers Authority requires that all infill material for site restoration is uncontaminated inert material only. In addition, restoration shall not involve the raising of the land above its current general levels for the same reason.

All minerals extraction, restoration and related activity will be subject to normal detailed minerals policies contained in Appendix 6, Volume 2 of the UDP.

20. PUDSEY

20.1 AREA STATEMENT

20.1.1 This area on the western edge of the District contains the communities of Pudsey, Stanningley, Swinnow, Farsley, Rodley, Calverley, Woodhall and Tyersal. The main urban area is densely developed, having expanded rapidly during the Industrial Revolution. The Green Belt is of critical importance, separating the major urban areas of Leeds and Bradford.

20.1.2 The Pudsey Local Plan, adopted in January 1985, covers this area and new UDP development proposals are limited. Two new sites for housing have been identified at Bagley Lane, Farsley and Delph End, Pudsey.

20.1.3 One new site is identified for industrial use at Tyersal Lane. A number of unimplemented proposals have also been carried forward from the Local Plan.

20.1.4 Three areas of land at Hill Foot Farm, Pudsey; Calverley Lane, Farsley and Kirklees Knowl, Farsley are excluded from the Green Belt and defined on the Proposals Map as protected areas of search for long term development beyond the Plan period.

20.2 SITE PROPOSALS

20.2.1 BAGLEY LANE, FARSLEY

Under Policy H3-3A.23, 1.7 ha of land is allocated for housing at Bagley Lane.

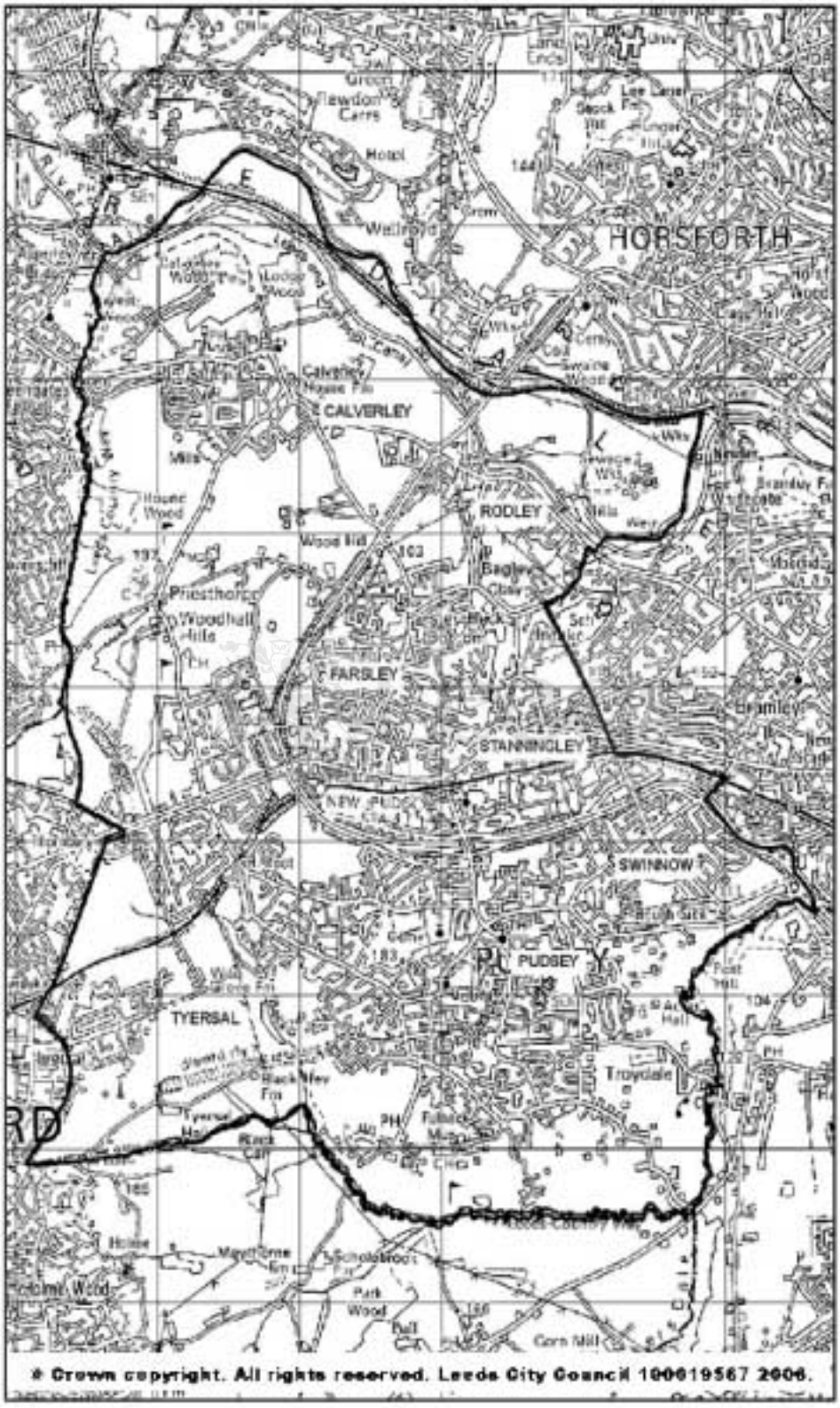
The site is considered suitable for development in that it represents a modest extension of Farsley. The green wedge of Kirklees Knowl will remain between Farsley and Rodley, as part of a Protected Area of Search for potential long term development. The requirements of Policy N24 will nonetheless apply on the northern boundary.

20.2.2 DELPH END, PUDSEY

Under Policy H3-2A.9, 1.4 ha of land is allocated for housing at Delph End, Pudsey subject to:

A COMPREHENSIVE LANDSCAPING SCHEME WHICH PROTECTS AND ENHANCES EXISTING TREES, SHRUBS, STONE WALLS AND FOOTPATHS WITH PARTICULAR ATTENTION TO PLANTING ALONG THE GREEN BELT BOUNDARY.

PUDSEY


HORSFORTH
CALVERLEY
RODLEY
FARSLEY
STANNINGLEY
SWINNOW
PUDSEY
TYERSAL
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This site is steeply sloping vacant land between existing housing developments. It is considered that development for housing will allow a long term sustainable Green Belt boundary to be defined. Due to the sensitive nature of the Green Belt in this area between Leeds and Bradford and the proximity of the Tong/Calverley Countryside Management Area a high quality development with a good standard of landscaping is required. The site abuts the Green Belt and the requirements of Policy N24 will apply.

20.2.3 TYERSAL LANE, TYERSAL

Under Policy E4 (21), 11.1 ha of land is allocated for employment use and identified under Policy E8 (9) as a key employment site reserved for manufacturing and distribution development at Tyersal Lane, Tyersal, subject to:

i. EXTENSIVE LANDSCAPING TO ALL BOUNDARIES TO MINIMISE THE IMPACT ON ADJACENT RESIDENTIAL AREAS, TO SCREEN THE SITE IN LONG DISTANCE VIEWS FROM THE TONG/CALVERLEY MANAGEMENT AREA AND TO PROVIDE A FIRMLY DEFINED GREEN BELT BOUNDARY. PLANTING OUTSIDE THE SITE TO THE NORTH AND EAST WOULD BE REQUIRED TO ACHIEVE THIS

ii. RECONCILIATION OF THE POTENTIAL CONFLICTS BETWEEN VEHICULAR TRAFFIC GENERATED BY THE DEVELOPMENT AND THE ADJOINING HOUSING AREAS IN PROVISION OF ACCESS TO THE SITE.

This site physically adjoins the built-up area of Bradford. It will provide employment opportunities in an area which has suffered from economic and environmental deprivation and where there is a shortage of suitable development sites. The site would be most appropriate for industrial use to provide employment opportunities to replace those which have been lost in the area.

The site is adjacent to the critical Green Belt separating Leeds and Bradford. It also adjoins an area of Special Landscape protected by Policy N37 and the Tong/Calverley Countryside Management Area covered by Urban Fringe Policy N40. It is essential that development is screened by substantial planting to ensure that it does not intrude on these environmentally sensitive and vulnerable areas.

20.2.4 NEW PUDSEY STATION PARK-AND-RIDE EXTENSION

Under Policy T17 (9), 0.8 ha of land is proposed as an extension to the existing car park at New Pudsey Station.

The site was allocated as Protected Open Land in the Pudsey Local Plan.

The remainder of this area is proposed as greenspace under Policy N5 but this site is in British Rail ownership adjacent to the existing car park and would improve park-and-ride provision at the station.

20.2.5 OUTER RING ROAD IMPROVEMENTS

Under Policy T20 (5), the A6120 Outer Ring Road is proposed for improvement between the A660 and A647 (Dawson's Corner).

20.2.6 DICK LANE, PUDSEY

Under Policy LT5B (5), land at Dick Lane, Pudsey is proposed for leisure use.

These two adjacent sites have planning permissions for a recreational complex and leisure uses.

20.2.7 OWLCOTES HILL

Under Policy N5, 5.1 ha. of land is proposed as greenspace for informal recreation at Owlcotes Hill.

This site will be landscaped and planted to provide an important local amenity area.

20.2.8 RODLEY SEWAGE WORKS

Under Policy N5, 27.8 ha of land is proposed as greenspace for nature conservation and informal recreation at Rodley Sewage Works.

The site lies within the Green Belt and the Waterways Corridor. It is proposed that a nature reserve will be established on the site and provision made for public access.

20.2.9 FORMER GASWORKS SITE, CALVERLEY BRIDGE

Under Policy N5, 2.5 ha of land at Calverley Bridge is proposed as greenspace.

Following the decontamination and reclamation scheme of this former Gasworks site, it is proposed as greenspace to be identified with a (P) Symbol (Policy N5) on the Proposals Map and includes some City Council owned land.

20.2.10 LAND AT OWLCOTES HILL, PUDSEY AND COAL HILL, RODLEY

Under Policy N11(1) and (2) - on areas of open land at Owlcotes Hill, Pudsey and Coal Hill, Rodley - only open uses will be permitted. Building will only be allowed if it can be shown that it is necessary for the operation of farming or recreational uses, and it would not be adversely affect the open character of the area.

Owlcotes Hill lies between Pudsey and Stanningley. It is a prominent area of open land overlooking the Stanningley By-pass, and visible from a wide area of Leeds. It is the site of a medieval settlement and, due to numerous public rights of way crossing the area, it is a popular location for informal recreation. The site is characterised by agricultural fields bounded by stone walls and hedgerow planting, with associated areas of mixed native vegetation adjacent. The latter has been supplemented in recent years by significant new tree planting, now establishing well on the lower slopes near the bypass.

The west facing slope of Coal Hill is a prominent area of open land, visible over a wide area. Characterised by areas of open grassland and related native species planting, Coal Hill is of significant value both for the visual amenity it confers on the wider area, and for its use for informal recreation.

20.2.11 HILL FOOT FARM, PUDSEY

2.7 ha. of land is protected at Hill Foot Farm, Pudsey as an area of search for long term development under Policy N34.

20.2.12 CALVERLEY LANE, FARSLEY

6.5 ha. of land is protected at Calverley Lane, Farsley as an area of search for long term development under Policy N34.

20.2.13 KIRKLEES KNOWL, FARSLEY

19.7 ha. of land is protected at Kirklees Knowl, Farsley as an area of search for long term development under Policy N34.

21. ROTHWELL

21.1 AREA STATEMENT

21.1.1 Rothwell, together with other South Leeds communities such as Morley, Ardsley, Drighlington and Gildersome, was required to make a significant contribution of housing land under the approved West Yorkshire County Structure Plan. This allowed for the development of some 8000 new houses in this wider area up to 1991. In view of this and the capacity remaining in existing allocations there is little need for new housing allocations in Rothwell.

21.1.2 All housing sites selected have been chosen so as to not materially affect important Green Belt and Greenspace, and to maintain the existing village envelope or urban form.

21.1.3 The closure of traditional employment opportunities in the Rothwell area is recognised and has been studied through various initiatives including the Lower Aire Valley Environmental Improvement Study (LAVEIS) and in Coalfield Communities initiatives.

21.1.4 Bell Hill, Stourton continues to provide an ideal location for distributive industries and its potential should be realised where practicable in the short term. Between the Bell Hill proposals and the river there is an extensive area of undeveloped land, shown as a commitment on the Proposals Map, which is identified under Policy E10 as suitable for development making use of rail and/or water transport. This potential will be complemented by the international freight terminal proposal at Whitwood, Wakefield.

21.1.5 A major spur of the Trans Pennine Trail along the Waterways Corridor will cater for cyclists and walkers.

21.2 UDP SITE PROPOSALS

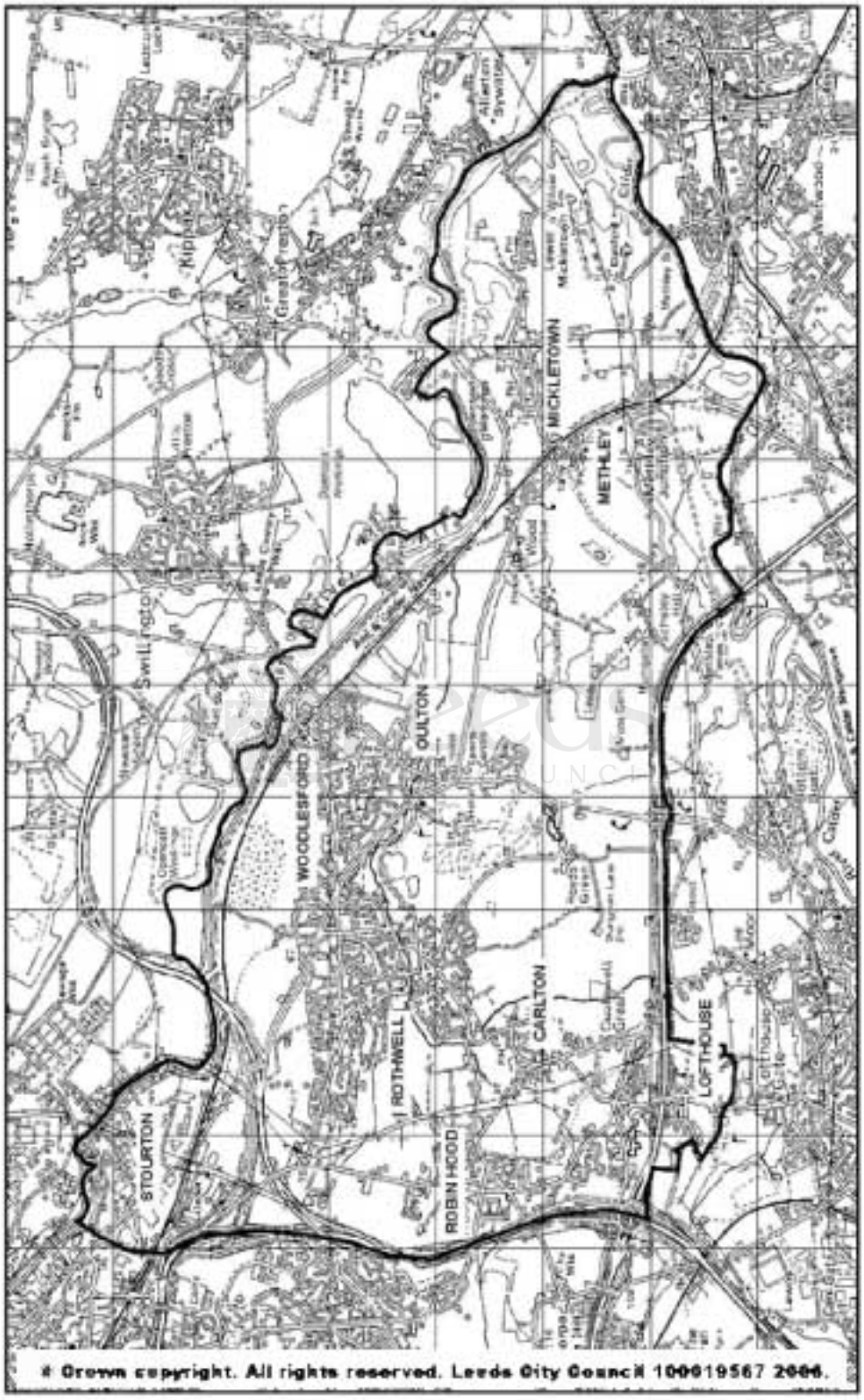
21.2.1 MICKLETOWN ROAD, METHLEY

Under Policy H3-1A.29, 5.2 ha of land is allocated for housing at Mickletown Road, Methley, subject to:

i. THE PREPARATION OF A COMPREHENSIVE BRIEF TO GUIDE DEVELOPMENT OF THE SITE;

ii. RETENTION OF AN APPROPRIATE MEANS OF ACCESS TO THE PROTECTED AREA OF SEARCH TO THE NORTH OF THE SITE.

ROTHWELL


Kipton
Great Preston
Swillington
WOODLESFORD
OULTON
MICKLETOWN
METHLEY
ROTHWELL
CARLTON
LOFTHOUSE
STOURTON
ROBIN HOOD
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The site offers the ability to secure a local housing opportunity and, in conjunction with the N34 protected area of search, provides a self contained extension to the village.

The existing infrastructure of the village, such as drainage, highways and school provision may need improvement in order to accommodate the new development. The development will have to be served by a separate system of drainage.

Preference will be given to a scheme which includes an element of accommodation for elderly people.

21.2.2 ST GEORGE'S HOSPITAL, WOOD LANE, ROTHWELL

Under Policy H3-1A.38, 7.4 Ha of land is allocated for housing on the site of the former St. George's Hospital, Wood Lane, Rothwell, subject to:

i. DEVELOPMENT TAKING PLACE WITHIN THE CONTEXT OF AN APPROVED PLANNING AND DEVELOPMENT BRIEF;

ii. JUNCTION AND OTHER HIGHWAY IMPROVEMENTS INCLUDING AGREEMENT OF ACCEPTABLE ACCESS;

iii. RETENTION AND PROTECTION OF THE LISTED STRUCTURES WITHIN THE SITE;

iv. ARCHAEOLOGICAL/ARCHITECTURAL RECORDING OF SITE AND RETENTION OF ARTEFACTS OF HISTORICAL IMPORTANCE.

The redevelopment of the redundant hospital offers an opportunity to secure a local housing opportunity without loss of Green Belt.

The development will secure the retention of the listed building and include a significant new greenspace area within the site. Policies N2 and N24 will be applicable.

21.2.3 MILNER LANE, LEEDS ROAD, ROBIN HOOD

Under Policy H3-3A.28 2.0 Ha of land is allocated for housing at Milner Lane/Leeds Road, Robin Hood.

The site allows for residential development to meet local and District requirements and will utilise the existing Milner Lane as the new Green Belt boundary.

21.2.4 PONTEFRACT ROAD, BELL HILL (NORTH), STOURTON

Under Policy E4 (25), 2.4 ha. of land is allocated for employment uses subject to:

i. CREATION OF A HIGH QUALITY ENVIRONMENT THROUGH THE APPROPRIATE DESIGN OF BUILDINGS AND THEIR SETTINGS AND THE USE OF QUALITY MATERIALS;

ii. PREPARATION OF A BRIEF TO GUIDE DEVELOPMENT AND A SECTION 106 AGREEMENT TO COVER ANY LEGAL ISSUES.

All three sites covered by Policies E4(25) and E4(26) are adjacent to the proposed Stourton National Freight Terminal site which is seen as complementing the proposed international rail freight handling facility at Whitwood, Wakefield.

This area enjoys excellent access and locational benefits based on the existing and proposed strategic transport links (Road and Rail) and these benefits will best be utilised by development for distribution industries (B8).

21.2.5 PONTEFRACT ROAD, BELL HILL (SOUTH), STOURTON

Under Policy E4(26) and E8(11), 21.53 ha of land on 2 sites is allocated for employment uses and reserved for manufacturing and distribution uses as a key employment site subject to:

i. CREATION OF A HIGH QUALITY ENVIRONMENT THROUGH THE APPROPRIATE DESIGN OF BUILDINGS AND THEIR SETTINGS AND THE USE OF QUALITY MATERIALS;

ii. ESTABLISHMENT OF A SATISFACTORY LANDSCAPING FRAMEWORK;

iii. ACCESS BEING ACCOMMODATED THROUGH THE IMPLEMENTATION OF THE PROPOSED M1/A1 LINK;

iv. PREPARATION OF A BRIEF TO GUIDE DEVELOPMENT AND A SECTION 106 AGREEMENT TO COVER ANY LEGAL ISSUES.

21.2.6 VALLEY FARM ROAD, STOURTON

Under Policy E4 (27), 1.0 ha of land is allocated for employment use.

This site is included because of its presence within the traditional industrial area, referred to in Policy IN1 of the Rothwell Local Plan.

21.2.7 HAIGH PARK ROAD/PONTEFRACT ROAD, STOURTON

Under Policy E4 (49), 13.3 ha. of land is allocated for employment uses subject to:

i. CREATION OF A HIGH QUALITY ENVIRONMENT THROUGH THE APPROPRIATE DESIGN OF BUILDINGS AND THEIR SETTINGS AND USE OF QUALITY MATERIALS;

ii. RETENTION AND APPROPRIATE TREATMENT OF THE LAGOON WHICH PROVIDES A VALUABLE NATURE CONSERVATION AND VISUAL AMENITY RESOURCE;

iii. PROVISION OF SUITABLE REPLACEMENT PLAYING FIELDS.

The site reflects the redevelopment opportunity arising from the reorganisation of industrial users in the area. The site occupies a prominent location on Pontefract Road, which is a major gateway into Leeds and development is therefore required to provide a high quality environment to the road frontage. The former works lagoon has become established as a nature conservation resource, and should be retained and enhanced as part of the development.

The proposal will involve the development of the existing playing fields.

21.2.8 ROTHWELL PEDESTRIANISATION

Under Policy S3 (iii) Commercial Street should be pedestrianised, subject to:

i. A DETAILED SCHEME INCORPORATING ENVIRONMENTAL IMPROVEMENTS;

ii. JUNCTION AND OTHER HIGHWAY IMPROVEMENTS INCLUDING THE ROUTING OF PUBLIC TRANSPORT FACILITIES.

This proposal expresses the long held aspiration to pedestrianise Commercial Street to help improve the environment for shoppers and the centre's attraction, and secure the vitality and viability of Rothwell Town Centre as a main shopping centre (S3A). Because of servicing needs, the pedestrianisation will be partial in terms of the hours of operation.

21.2.9 FLEET LANE, OULTON

Under Policy LT6A, land at Fleet Lane, Oulton is identified as having potential for waterway-related leisure and associated leisure/recreation facilities, subject to:

i. PROVISION OF SATISFACTORY MEANS OF ACCESS INVOLVING APPROPRIATE TRAFFIC MANAGEMENT MEASURES AT THE JUNCTION OF FLEET LANE AND A642;

ii. SUBSTANTIAL SCREEN PLANTING AND LANDSCAPING;

iii. PREPARATION OF A PLANNING FRAMEWORK TO ESTABLISH THE NATURE OF ACCEPTABLE USES AND GUIDE DEVELOPMENT OF THE AREA.

This area provides the opportunity to establish low key leisure and recreational facilities which will enhance the use of the canal and river for leisure activities, in line with the Lower Aire Valley Environmental Improvement Strategy, while promoting wider recreational uses such as camping and caravanning. This area will also provide pedestrian access into the St. Aidan's open cast site, which will be restored to provide various amenity uses, including a recreation lake, parkland and large areas for nature conservation. Together these areas would represent an important amenity resource for local people as well as being an attraction for visitors from further afield. Any development of the Fleet Lane area will have to coincide with restoration of St. Aidan's and completion of the river diversion works.

21.2.10 ROTHWELL PASTURES

Under Policy N5:

THE AREA OF LAND REFERRED TO AS ROTHWELL PASTURES WILL BE LAID OUT AS GREENSPACE WITH PEDESTRIAN LINKS TO ROTHWELL TOWN CENTRE.

This is an important amenity area extending from open countryside into Rothwell Town Centre.

This proposal takes on board the previous proposal in the Rothwell Local Plan (RN4R, EN11R, EN12R) and the previous reclamation work but extends the area which will be landscaped and enhanced. The Green Belt has also been extended to cover this wider area.

Implementation will occur over a period as resources become available although an overall scheme has now been established jointly between the City Council and Groundwork Trust. Part of this work is now under way.

The extended area includes Rothwell Castle, a Scheduled Ancient Monument, which should be incorporated in the comprehensive scheme subject to agreement with the owners and the Department of the Environment.

21.2.11 OUZLEWELL GREEN LANE, LOFTHOUSE

Under Policy N5 the land identified on the Proposals Map will be laid out as part of the footpath route linking Rothwell and Lofthouse.

This proposal is an amendment to the route previously identified in the Rothwell Local Plan (EN15L). In order to achieve the full link amendment has been necessary at the southern end as the original route is now in agricultural use.

21.2.12 GREENLAND FARM, OULTON

3.56 ha. of land is protected as an area of search for long term development under Policy N34.

21.2.13 ROYDS LANE, ROTHWELL

3.84 ha. of land is protected as an area of search for long term development under Policy N34.

21.2.14 PITFIELD ROAD, CARLTON

3.9 ha of land is protected as an area of search for long term development under Policy N34.

21.2.15 MICKLETOWN ROAD, METHLEY

9.7 ha. of land is protected as an area of search for long term development under Policy N34.

22. SOUTH LEEDS

22.1 AREA STATEMENT

22.1.1 This statement relates to the area of the city south of the City Centre and the Leeds-Manchester railway line, between Churwell to the west and Stourton to the east. It covers the communities of Holbeck, Hunslet, Beeston, Beeston Hill, Middleton and Cottingley. The area is characterised by large areas of closely packed pre- and inter-war housing and increasingly high profile industrial and business areas.

22.1.2 Significant UDP Economic Proposals include the 18.8 ha site at Stourton North which could include a business park and leisure development as well as park and ride facilities for the Supertram and 8.5 ha for employment use, particularly suitable for business park/prestige offices at Gelderd Road. There are also proposals for 18.5 ha of land adjacent to the Elland Road Football Stadium, having major potential for a high quality leisure development. One unique proposal is that for office use at Thorpe Hall which should help secure the refurbishment and re-use of this important Grade II* Listed Building. Furthermore, there are five new areas of proposed greenspace throughout South Leeds and the development of a major spine to the Trans Pennine Trail along the Waterways corridor for cyclists and walkers.

22.1.3 There is no formal Local Plan coverage of the area but several housing and economic development sites identified in earlier non-statutory planning work are still available. In particular, substantial areas of new housing are identified in Middleton.

22.1.4 Recent environmental initiatives within the South Leeds area include the South Leeds Heritage Trail and the Forest of Leeds - first phase of the Woodlands Strategy for Leeds. Both are centred initially on Middleton Park/Wood and will contribute to a more attractive local environment and enhance the recreational potential of the area (Policies N40, N41, N41A and N41B).

22.1.5 The area covered by South Leeds contains, at least in part, several action areas which have been identified for regeneration activity, under policies R1 and R2, and for which action area statements have been prepared. Both the Beeston Hill/ Holbeck Neighbourhood Regeneration Area and the Hunslet Neighbourhood Renewal Area are contained wholly within this area. The western most part of Aire Valley Leeds is also contained within South Leeds. More information on this neighbourhood renewal area is contained within Chapter 15. The Leeds Waterfront is also identified as an action area, now approved as Supplementary Planning Guidance, and falls within the City Centre as well as South, East and West Leeds (details in Chapter 13). Holbeck is also identified as a Heritage Regeneration Scheme, and Middleton District Centre is identified under Policy R2 for

SOUTH LEEDS

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regeneration activity, which will be developer-led.

22.1.6 Two strategic housing sites are identified within South Leeds under policy H3-1A. Contained within this area are Sharp Lane, Middleton (H3-1A.43) and Hunslet Riverside Strategic Housing & Mixed Use Site (H3-1A.45). Part of the Hunslet Riverside site lies within East Leeds, and is detailed in Chapter 15.

22.2 REGENERATION & NEIGHBOURHOOD RENEWAL

22.2.1 BEESTON HILL/HOLBECK NEIGHBOURHOOD RENEWAL AREA

In Leeds' Initiative's Neighbourhood Renewal Strategy, Beeston Hill and Holbeck is identified as an area where a more comprehensive approach to regeneration is needed.

Therefore:

UNDER POLICY R2, THE BEESTON HILL/HOLBECK AREA, DEFINED ON THE PROPOSALS MAP, IS IDENTIFIED AS A NEIGHBOURHOOD RENEWAL AREA, FOR WHICH AN ACTION PLAN WILL BE PREPARED. PARTICULAR COMMUNITY ISSUES WHICH WILL NEED TO BE ADDRESSED INCLUDE:

- **Housing conditions/tenure**
- **Poor environmental conditions**
- **A negative perception of the area**
- **Crime/Fear of Crime**
- **Accessibility to the City Centre**
- **Training and job opportunities**

The approach to the regeneration of this area in response to these issues is set out below:

A Strategic Plan will be prepared by the Neighbourhood Renewal Board to set the vision of what the area should look like in 10 years time and to co-ordinate the numerous initiatives taking place within this locality. This will seek ways to provide local communities with an improvement to the quality of their lives and to create a positive change in the perception of the area as a place which is safe and where people want to live. Making full use of the housing stock is also an important regeneration objective in this area.

An Action Plan will support these initiatives, particularly in relation to the use of land, to provide a context for improvement work and to help the community to deliver environmental improvements. The UDP will also ensure that wider regeneration opportunities, such as access to jobs, transport and other community facilities, are taken into account. The Action Plan will therefore link the area with developments in the wider locality that could bring positive benefits, such as the development of

Holbeck Urban Village, the future of the land surrounding Elland Road Stadium and improvements to South Leeds Stadium.

These initiatives will be delivered and monitored through a multi-agency partnership involving the public and private sectors, the voluntary sector and the local community. These partners include the Beeston Hill and Holbeck Housing Partnership Board, West Yorkshire Police and South Leeds Primary Care Trust.

In recognition of the challenges facing this area, a £7.4 million Single Regeneration Budget Round 4 programme was approved in 1998 and ran for seven years to 2005. The Strategic Plan for the area will cover at least a ten year period from April 2004. It is anticipated that the land use elements of the Strategic Plan, the 'Action Plan' as described, will be published as Supplementary Planning Guidance.

22.2.2 HUNSLET NEIGHBOURHOOD REGENERATION AREA

An area of Hunslet, between South Accommodation Road and the Thwaite Mills Industrial area in the north and the Leeds to Castleford railway line in the south has been identified under Policy R2 as an area-based regeneration initiative. This area includes Hunslet district centre, Hunslet Green and other residential and employment areas.

The area is covered by several initiatives, which need to be co-ordinated in order to fully benefit the residents and other stakeholders of this community. "Aire Valley Leeds" (SRB 6) promotes the Hunslet/ Cross Green/ Stourton area as a focus for employment to offer quality employment opportunities for local residents. Supertram (South Line) will pass through the area, Stage VII of the Inner Ring Road will be extended at South Accommodation Road and the East Leeds Link Road will reduce traffic through the area. Schemes for residential development are being introduced, such as the conversion of Hunslet Mills, and the Leeds Waterfront Strategy promotes improvements along the towpath to encourage greater activity.

UNDER POLICY R2, AS SHOWN ON THE PROPOSALS MAP, HUNSLET IS IDENTIFIED AS A NEIGHBOURHOOD REGENERATION AREA FOR WHICH AN ACTION PLAN WILL BE PREPARED. PARTICULAR ISSUES WHICH WILL BE ADDRESSED INCLUDE:

- **Providing new employment opportunities;**
- **Enhancing the waterfront as a recreational area;**
- **Improving transport links within the area and beyond;**
- **Reducing the volume of traffic cutting through the area to access the motorway;**
- **Generally contributing to the area's regeneration.**

It is intended that the Action Plan will provide a context for these initiatives and ensure that linkages with land-use and transport issues in the surrounding area are taken into account and enable the residents of

Hunslet to take advantage of the opportunities, which are being created.

The Action Plan will support these regeneration objectives and will help to deliver improvements of lasting benefit to the community. Consultation mechanisms have been established through the Area Committee.

22.3 UDP SITE PROPOSALS

22.3.1 SHARP LANE STRATEGIC HOUSING SITE

The Sharp Lane strategic housing site, which has outline planning approval, extends to 40.37 ha. with a developable area of 30 ha. It is intended that the development of this site for housing will support a wider regeneration package, providing the context for the enhancement of Middleton District Centre, including the provision of health and community facilities and new pedestrian, cycle and highway linkages.

Under Policy H3-1A.43 Sharp Lane, Middleton, is identified as a strategic housing site subject to:

i. DEVELOPMENT OF A CENTRAL SPINE ROAD RUNNING NORTH – SOUTH LINKING MIDDLETON DISTRICT CENTRE AND MIDDLETON LANE;

ii. DEVELOPMENT OF A COMMUNITY HOSPITAL ADJACENT TO THE SPINE ROAD TO EXTEND THE RANGE OF FACILITIES WITHIN THE DISTRICT CENTRE;

iii. PROVISION OF A SIGNIFICANT OVERALL LANDSCAPE STRUCTURE, INCLUDING SUBSTANTIAL PLANTING TO SITE BOUNDARIES AND MAIN HIGHWAY AND FOOTPATH CORRIDORS;

iv. A SIGNIFICANT LANDSCAPE PLANTING CORRIDOR ON THE NORTHERN SLOPES OF THROSTLE BECK TO PROVIDE A WILDLIFE AND GREENSPACE RESOURCE AS PART OF THE FOREST OF LEEDS INITIATIVE;

v. PROVISION OF A CENTRAL GREENSPACE AREA TO FORM A FOCUS FOR THE AREA AND PROVIDE A LOCATION FOR FORMAL PLAYSPACE PROVISION;

vi. LAYING OUT AND IMPROVEMENTS TO THE ADJOINING PLAYING FIELDS, INCLUDING THE PROVISION OF CHANGING FACILITIES, A MULTI-SPORTS PITCH AND CAR PARKING;

vii. A NETWORK OF ROUTES TO ALLOW FOR CONVENIENT PEDESTRIAN ACCESS TO LOCAL FACILITIES;

viii. PRIOR TO COMMENCEMENT OF DEVELOPMENT A SATISFACTORY FLOOD RISK ASSESSMENT, INCORPORATING AN APPROPRIATE DRAINAGE STRATEGY (INCLUDING ANY OFF-SITE WORKS), SHALL BE UNDERTAKEN ENCOMPASSING THE WHOLE AREA AS DELINEATED WITHIN THE ALLOCATION SITE.

A planning and development brief for this site has been prepared to guide the development of the site. It is intended that the development of this site will contribute to the regeneration of the Middleton area through the provision of new physical and social infrastructure. The development will create a sustainable housing development and support existing services, contributing to a more mixed and balanced community. Housing densities will be varied, and enable the efficient use of land. Routes will be provided to encourage cycling and walking, and improve public transport links to the development. Quality greenspace and landscaping will be an important element of the development of this site. A well designed housing development with a high quality living environment for residents, which will diversify tenure throughout the area, will be expected as a result of the development of this site.

22.3.2 STOURTON NORTH, HUNSLET

18.8 ha. of land at Stourton North is proposed for employment use, leisure, a park and ride facility and greenspace.

However, only 12.8 ha of this land is considered suitable for development purposes.

Under Policies E4(28), E18(8) and E19, 6 Ha of land is identified for employment uses as a key business park reserved for B1 office use and promoted for prestige offices.

Under Policy LT5B (1) and T17 (1) some 6.8 Ha is proposed for Leisure and Tourism and Park and Ride facilities, subject to:

i. AN INNOVATIVE QUALITY DESIGN FOR THIS PROMINENT SITE;

ii. A STRONG LANDSCAPE SETTING INCLUDING THE PROVISION OF GREENSPACE WITH SUBSTANTIAL AREAS OF TREE PLANTING AND OTHER FEATURES TO CREATE A VALUABLE FACILITY FOR LOCAL RESIDENTS;

iii. SATISFACTORY TREATMENT OF THE MADE GROUND, A LEGACY OF OPENCAST MINING;

iv. FACILITIES FOR THE PLANNED SUPERTRAM AND PARK AND RIDE;

v. PRINCIPAL VEHICULAR SERVICING BEING TAKEN OFF THE MOTORWAY ROUNDABOUT AND SLIP ROAD;

vi. APPROPRIATE RE-ROUTEING OF THE PUBLIC FOOTPATH WITHIN A LANDSCAPED CORRIDOR;

vii. AN AGREED PLANNING BRIEF;

viii. ROAD OR JUNCTION IMPROVEMENTS IN THE VICINITY OF THE SITE NECESSITATED BY THE ADDITIONAL TRAFFIC GENERATED BY THE SCHEME.

This site is adjacent to Junction 43 of the M1 and is highly visible from the surrounding area, making it particularly suitable for high quality office/leisure development, uses which complement Leeds Supertram. It is therefore important in accordance with Policies N12 and N13, for development proposals to pay particular attention to scale in relation to surroundings and for quality materials to be used and be varied, according to location. There is also a need for substantial landscaping to provide a setting for buildings and to ensure a satisfactory relationship to adjacent areas, particularly housing. Leeds Supertram parking needs to include a variety of hard and soft landscape treatments to break up the hard surface area envisaged.

Main access to the site will be from the M1 Motorway and will necessitate off-site highway works. Limited access would also be possible from Middleton Ring Road provided that no through route is created to the M1 access and it can be demonstrated that traffic volumes will not create traffic or amenity problems on adjoining residential roads.

Substantial parts of the site are subject to old mining activity.

Development proposals must be seen within the context of the proposed Leeds Supertram/Park and Ride facilities and also the Forest of Leeds and the South Leeds Heritage Trail. Development of this site is likely to take place in phases and additional landscaping may be required.

22.3.3 GELDERD ROAD/RING ROAD, HOLBECK

Under Policies E4 (29), E18 (9) and E19, 8.7 Ha of land at Gelderd Road/Ring Road. Holbeck is allocated for employment use identified as key business park site, reserved for B1 office use and promoted for prestige office use, subject to:

i. DEVELOPMENT TAKING PLACE WITHIN THE CONTEXT OF AN APPROVED BRIEF AND SUBJECT TO ANY NECESSARY LEGAL AGREEMENTS;

ii. PROVISION OF A HIGH QUALITY ENVIRONMENT THROUGH THE APPROPRIATE DESIGN OF BUILDINGS AND THEIR SETTINGS AND THE USE OF QUALITY MATERIALS;

iii. ESTABLISHMENT OF A SATISFACTORY LANDSCAPE FRAMEWORK;

iv. PRINCIPAL ACCESS FROM GELDERD ROAD;

v. ANY ROAD OR JUNCTION IMPROVEMENTS IN THE VICINITY OF THE SITE NECESSITATED BY THE ADDITIONAL TRAFFIC GENERATED BY THE SCHEME.

This is a high profile site visible from three major roads, in particular the M621. Location and accessibility to the motorway network make the site suited to either business park development or prestige offices or a mix of both. For the same reasons, there will be a need to ensure that the development and associated landscaping is of an appropriate quality as the number of sites of this size with the locational advantages offered here are limited. It may be possible for limited access from the Ring Road subject to detailed consideration.

22.3.4 ELLAND ROAD, BEESTON

Under Policy E4 (30), 1.5 ha of land at Elland Road, Beeston is allocated for employment use subject to:

i. APPROPRIATE SCALE, QUALITY IN DESIGN, MATERIALS AND LANDSCAPING;

ii. SATISFACTORY RELATIONSHIP TO THE RESIDENTIAL AREA AND TO GREENSPACE.

As this site is in a prominent location and adjacent to the Leeds Arena proposals, particular care needs to be taken with quality design and landscaping. Access and parking are constrained in this particular location and must be achieved within the development to minimise the impact on the surrounding area.

As this site is overlooked from the Motorway and in an area that is generally being upgraded, it is particularly suitable for offices or light industry.

22.3.5 THORPE HALL, THORPE ON THE HILL

Under Policy E4(41) 1.0 ha of land is allocated for employment use or, as the site includes a Listed Building such other use as may be

compatible with Policy N15, subject to:

i. DEVELOPMENT TAKING PLACE WITHIN THE CONTEXT OF AN APPROVED PLANNING AND DESIGN BRIEF;

ii. LEGAL AGREEMENT ON MATTERS INCLUDING OFF-SITE HIGHWAY IMPROVEMENTS, ENVIRONMENTAL IMPROVEMENTS AND TIMING OF WORKS TO AND OCCUPATION OF THE LISTED BUILDING AND NEW BUILD;

iii. A SATISFACTORY SCHEME FOR THE REPAIR, RESTORATION AND CONVERSION OF THE LISTED BUILDING WHICH ALSO MEETS POLICIES N14-N17 AND BC1-BC6;

iv. A SATISFACTORY NEW BUILD SCHEME ADJACENT TO THE LISTED BUILDING WHICH IN TERMS OF LAYOUT, DESIGN, ACCESS, PARKING AND LANDSCAPING MEETS THE RELEVANT POLICY REQUIREMENTS AND PROTECTS THE CHARACTER OF THE LISTED BUILDING AND ITS SETTING;

v. PROVISION OF A SATISFACTORY VEHICULAR ACCESS FROM MIDDLETON LANE ONLY.

The site creates a small island in the Green Belt but this is warranted by the over-riding need to secure the refurbishment and re-use of Thorpe Hall a Grade II* Listed Building, dated 1735. The building is in urgent need of attention which will be expensive to undertake and can be cross-subsidised by sensitive new development within the site. The scale of the proposal and detailed site boundaries derive from environmental rather than economic considerations. While the circumstances of Thorpe Hall are exceptional it is desirable to minimise the impact on the Green Belt. There is a need for circulation space in front of the east elevation but scope for this is limited by the open nature of the farmland to the east and the need to protect the front elevation to the hall. A frontage is needed to Middleton Lane for access. In addition, the proposal has been influenced by the disposition of existing buildings to the north and south of Thorpe Hall's side elevations.

Thorpe Hall is proposed for employment use but it is considered that it can most appropriately be used for B1 offices. This view is influenced by the need to preserve the Hall's outstanding interior, by surrounding development and the potential for sensitive new build. Other uses could be considered given the flexible approach adopted to Listed Buildings, providing the requirements of Policy N15 are met.

Vehicular access will be limited to a new location on Middleton Lane. Improvements may be required to the junction of Middleton Lane with Thorpe Lower Lane and to provide a right-turning facility into the site.

Environmental improvements such as the demolition of the unsightly

buildings located in the setting of Thorpe Hall but outside the site boundary will be sought. This will improve the setting of the listed building, the prospect from it and also the public's views of it across open land. Mature vegetation within the site should be retained.

22.3.6 HIGHWAYS IMPROVEMENTS

Under Policy T21 (1), the potential new link across the River Aire at Thwaite Gate is being protected.

22.3.7 ELLAND ROAD, BEESTON

Under Policy LT5A, 18.5 ha of land at Elland Road, Beeston is reserved for leisure and tourism proposals which would enhance the regional and national role of the City, subject to:

i. AN INNOVATIVE DESIGN;

ii. SETTING DEVELOPMENT WITHIN A STRONG LANDSCAPE FRAMEWORK, INCORPORATING TREES ON THE SOUTHERN EDGE COVERED BY A TREE PRESERVATION ORDER;

iii. CAREFUL CONSIDERATION BEING GIVEN TO RELATIONSHIP OF THE DEVELOPMENT TO EXISTING LOCAL HOUSING;

iv. SATISFACTORY RESOLUTION OF ACCESS AND PARKING ARRANGEMENTS FOR BOTH THE PROPOSED USE AND THE ADJACENT FOOTBALL STADIUM;

v. AN AGREED PLANNING BRIEF.

This is a high profile site particularly visible from Gelderd Road and with direct access to the M621 Motorway. As such, the site demands a scheme of high architectural quality, and one that will benefit from the high level of accessibility. Whilst the site is part vacant and in mixed use it has a history of sporting associations given the inclusion of the existing football stadium and the former Greyhound Stadium site to the south of Elland Road. A major leisure facility of regional/national significance would therefore be appropriate e.g. a new arena for sports/concerts/exhibitions/conferences, as well as office/hotel use. A rail halt may also be appropriate. Dual use of parking with Leeds United AFC will be an important factor in the development of this site. Great care will be needed in design and layout to ensure that the environment of local residents is enhanced.

There is potential in this area to make better use of large areas of car parking, particularly in connection with park and ride.

22.3.8 MIDDLETON BROOM

Under Policy LT5B (2), land is identified for the potential provision of cultural/sporting/leisure and tourism facilities, subject to:

i. SATISFACTORY RESOLUTION OF ACCESS AND EGRESS ARRANGEMENTS FROM THE MOTORWAY NETWORK;

ii. ENVIRONMENTAL SAFEGUARDS TO PROTECT THE AMENITY OF LOCAL RESIDENTS;

iii. SAFEGUARDING OF EXISTING WOODLAND AREAS FORMING PART OF THE FOREST OF LEEDS, THE MIDDLETON WOODS LOCAL NATURE RESERVE AND THE MIDDLETON RAILWAY;

iv. PROVISION OF HIGH QUALITY DEVELOPMENT OF APPROPRIATE SCALE IN A STRONG LANDSCAPE SETTING;

v. PEDESTRIAN/CYCLEWAY LINKS TO AND ACROSS THE SITE, INCLUDING NORTHWARDS UNDER THE MOTORWAY;

vi. AN AGREED PLANNING BRIEF.

The northern part of Middleton Broom/Hunslet Carr provides an opportunity for improving leisure/recreation/sporting provision, building on the existing attractions of Middleton Park, and employment opportunities. Proposals on this site must be in harmony with those for the nearby Leeds Arena. The City Council envisages the development of a new community stadium, incorporating an all-weather running track, as the centrepiece of these proposals.

As this site has a prominent frontage and relates to surrounding residential properties, there may be some scope for frontage commercial development.

Should major development warrant the provision of a new motorway access then the access arrangements will also seek to provide a link through to Parkside Industrial Estate to relieve traffic pressure on Garnet Road. Any access arrangements must safeguard the line of the Middleton Railway. The proposed development must be set within the framework provided by existing environmental strategies, including the Leeds Nature Conservation Strategy, the Leeds Woodland Strategy for the Forest of Leeds, Access to the Countryside and the South Leeds Heritage Trail (Policies N40, N41, N41A and N41B).

22.3.9 HUNSLET GREEN

Under Policy N5, 3.6 ha of land is allocated for greenspace as part of the Hunslet Village development.

A planning approval provides for amenity greenspace, rugby/cricket pitch, clubhouse and special landscape treatment.

22.3.10 MIDDLETON BROOM

Under Policy N5, 20.2 ha of land is allocated for greenspace at the eastern edge of Middleton Park.

This is a long standing extension to Middleton Park following restoration of this former tipping area.

22.3.11 ADJACENT COCKBURN HIGH SCHOOL, BEESTON PARK SIDE

A minor addition, under Policy N5 for 0.4 ha of land allocated for greenspace, to rationalise the Green Belt boundary and the boundary to Middleton Park.

22.3.12 LAND TO NORTH OF STANK HALL BARN, BEESTON

Under Policy N5, 0.7 ha of land is allocated for greenspace to extend the existing greenspace protection south linking Stank Hall Barn.

This extension allows for a pedestrian link to Stank Hall Barn and protection for the setting of the Listed Building.

22.3.13 LAND AT STANK HALL BARN, BEESTON

Under Policy N5, 6.7 ha of land is allocated for greenspace surrounding Stank Hall Barn, a Listed Building and Ancient Monument.

The proposal gives additional protection to Stank Hall Barn and its setting.

23. WEST LEEDS

23.1 AREA STATEMENT

23.1.1 West Leeds is predominantly residential in character with enclaves of industry and commerce. Housing densities are high in the inner suburbs. Within the area are a number of distinct communities: Headingley, Woodhouse, Burley, Kirkstall, Hawksworth Wood, Bramley, Armley, Wortley, Farnley, New Farnley and Upper Moor Side.

23.1.2 Several residential areas would benefit from an enhanced environment and resources need to be concentrated on these to bring about improvements. The main areas are: South Headingley, Woodhouse, Burley, Hawksworth Wood Estate, the Broadlea and Fairfield Estates in Bramley, Bramley Town End and various areas in Armley and Farnley.

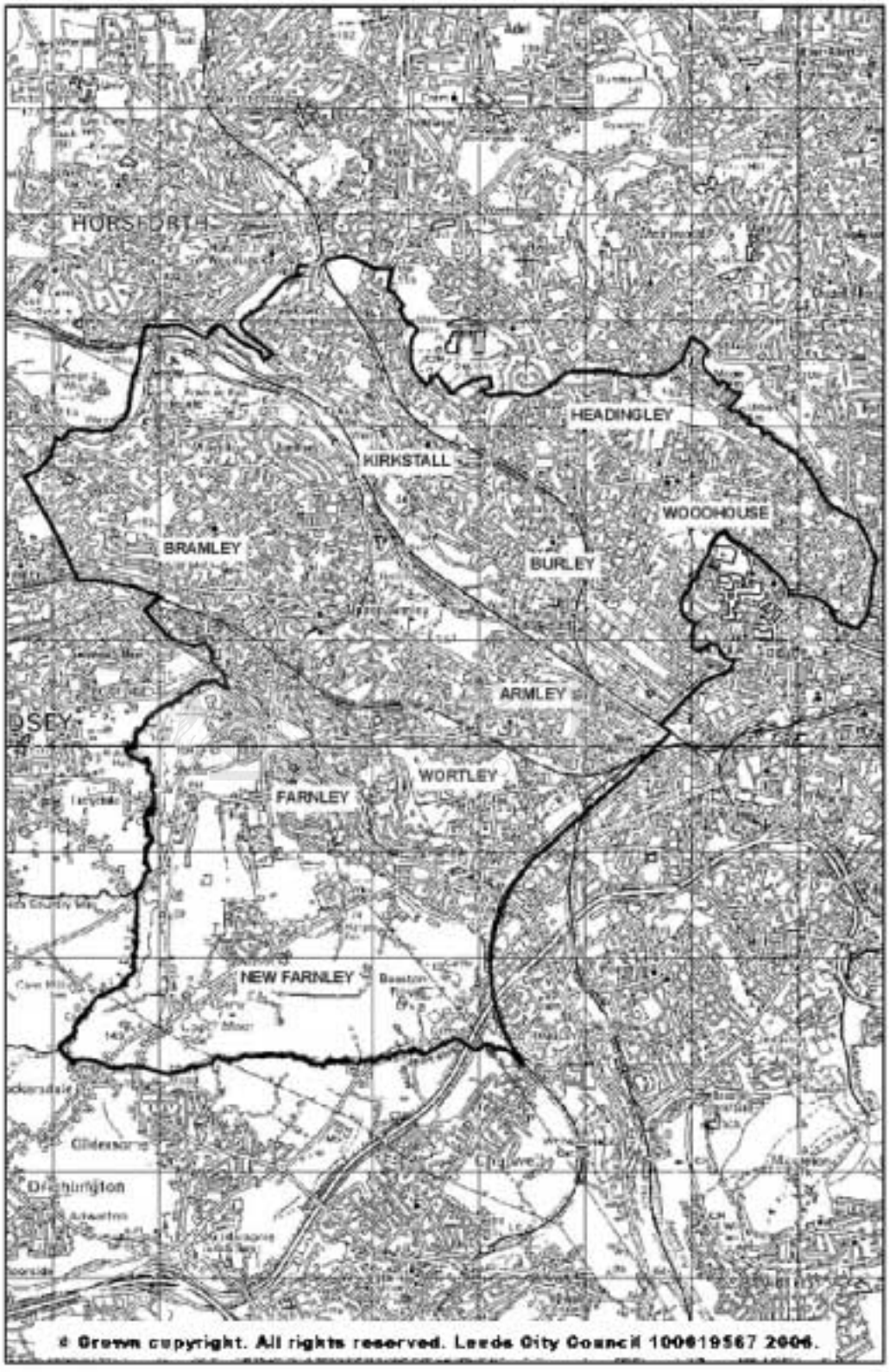
23.1.3 As well as open farmland and parkland around the freestanding settlements of New Farnley and Upper Moor Side, the area contains several important green corridors including the Meanwood Valley and Woodhouse Ridge, the Kirkstall Valley, the Farnley Beck Valley and Cockersdale. Despite the presence of these areas, and Woodhouse Moor and Beckett Park, much of Headingley and Burley suffers from a deficiency in accessible greenspace. Priority will be given to improving greenspace provision within this area as defined on the Proposals Map and other areas deficient in accessible greenspace (Policy N3).

23.1.4 Much of the area suffers from severe peak hour congestion and consequent rat running and parking pressures in residential streets. Particular problems occur in Headingley, Woodhouse, Burley, Kirkstall, Armley and Farnley. A Light Rapid Transit System is proposed for the A660 corridor linked to a Park and Ride facility at Bodington Hall to ease congestion on Headingley Lane/Otley Road. Highway Improvements are planned for the A65 (Kirkstall Road/Commercial Road) (Policy T20 (6)), and the A647 (Stanningley Road) (Policy T20 (7)). A cycle route from South Headingley to the City Centre is proposed (Policy T7).

23.1.5 Because of the built up nature of much of the area there are few opportunities for development. However, to allow for a balanced spread throughout the district three sites are proposed for residential development. These are Mount Cross, Bramley, Blue Hill Lane, Wortley and the Former Thornhill School, Upper Wortley Road, Wortley. Five employment sites are allocated in Wortley to provide for local employment opportunities.

23.1.6 Changes in the Green Belt have been made to accommodate these proposals and rationalise existing developments along Gelderd Road. The Green Belt has also been extended to protect open areas particularly in the Kirkstall Valley north of Bridge Road. South of this point the open

WEST LEEDS


HORSFORTH
HEADINGLEY
KIRKSTALL
WOODHOUSE
BRAMLEY
BURLEY
ARMLEY
WORTLEY
FARNLEY
NEW FARNLEY
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areas within the Kirkstall Valley are covered by the protected open land Policy N11 (7). The N11(7) Protected Open Land encompasses a mix of land uses, including playing fields, parkland, a golf course, allotments and the Kirkstall Valley Nature Reserve. The prominent hillside feature of Gotts Park is a Grade II registered historic park, which provides an attractive backdrop to the valley bottom landscape. The open land along the Kirkstall Valley provides a strategic green corridor and is of significant amenity value to local residents. The Green Belt around New Farnley is confirmed to maintain a separate settlement.

23.1.7 A site at Low Moor Side, New Farnley has been excluded from the Green Belt and defined on the Proposals Map as protected areas of search for long term development beyond the Plan period.

23.1.8 The Little London area has been defined as an 'action area' under Policy R2 in order to achieve a comprehensive approach to the regeneration of this predominantly Council housing area which lies close to the city centre. In addition to this area, work on regenerating Leeds Waterfront (part of which falls within the West Leeds area) is also progressing and has reached the implementation stage following the adoption of the strategy as Supplementary Planning Guidance. The Leeds Waterfront initiative is described in Chapter 13 (City Centre).

23.1.9 The West Leeds area, particularly Headingley/Burley/Hyde Park, is where the majority of student housing accommodation in Leeds is located. The area has witnessed a significant growth of houses in multiple occupation and acquisition of properties by landlords, catering for the large increase in student numbers which has occurred in recent years. Longer term residents within this area feel that this trend has impaired their sense of community and eroded their amenities. These issues are therefore addressed in a revision to Policy H15 (Chapter 7) which proposes a new area policy, an 'Area of Housing Mix,' to control the further growth of student housing in this area.

23.2 REGENERATION & NEIGHBOURHOOD RENEWAL

23.2.1 LITTLE LONDON REGENERATION AREA

UNDER POLICY R2, THE LITTLE LONDON AREA, AS DEFINED ON THE PROPOSALS MAP, IS IDENTIFIED AS AN 'ACTION AREA' WHERE A COMPREHENSIVE APPROACH TO REGENERATION IS NEEDED. PARTICULAR ISSUES WHICH NEED TO BE ADDRESSED INCLUDE:

- Housing conditions/tenure
- A poor environment
- Negative perceptions of the area
- Crime and the fear of crime
- Training and job opportunities

The Council's response to addressing these issues and its approach to the regeneration of this area is set out below:

A Planning Framework will be prepared to set the vision of what the area should look like over the next 30 years and to co-ordinate the regeneration initiatives taking place within this locality. This will address the need to ensure that the regeneration of the estate is not limited to housing refurbishment or physical redevelopment. The objective is to regenerate the area by breathing new life into it and to facilitate community involvement and a sense of ownership. The framework will suggest ways in which improvements to the quality of people's lives can be achieved and to create a positive change in the perception of the area as a place which is safe and where people want to live. Maintaining a substantial number of Council homes as a source of low cost, high quality social housing for rent close to the City is also a key aim.

It is proposed that the refurbishment of the Council housing stock and associated environmental improvements are to be carried out through a Private Finance Initiative (PFI). The UDP will provide an overall context for the regeneration of the estate and give guidance/criteria against which bids from potential PFI Partners will be assessed.

The UDP will also ensure that wider regeneration opportunities, such as access to jobs, transport and other community facilities, are taken into account. The action plan will therefore link the area with developments in the wider locality that could bring positive impacts.

Partnerships: It is intended that this initiative will be delivered and monitored through a multi-agency partnership involving the public and private sectors, the voluntary, the community sector and the local community.

23.3 SITE PROPOSALS

23.3.1 MOUNT CROSS, BRAMLEY

Under Policy H3-1A.31, 1.1 ha of land at Mount Cross, Broad Lane, Bramley, is allocated for residential development subject to:

RETENTION OR REALIGNMENT OF STONE WALLS, AND RETENTION OF THE EXTENSIVE STANDS OF TREES.

This site, within the built-up area of Bramley, contains significant numbers of mature trees and attractive stone walling which should be retained.

23.3.2 BLUE HILL LANE, WORTLEY

Under Policy H3-1A.32, 1.5 ha of land is allocated for housing at Blue Hill Lane, Wortley subject to:

i. SATISFACTORY RESTORATION OF THE SITE;

ii. PROVISION OF A LANDSCAPED AMENITY STRIP CONTAINING A BUND ALONG THE EASTERN BOUNDARY OF THE SITE; THIS SHOULD BE DESIGNED SO AS TO ADEQUATELY PROTECT THE PROPOSED HOUSING FROM ANY NOISE AND OTHER ADVERSE EFFECTS WHICH MAY ARISE FROM THE ADJOINING EMPLOYMENT USES;

iii. PROVISION OF A FOOTPATH LINK ALONG THE EASTERN BOUNDARY WITHIN THE LANDSCAPED AMENITY, IN CONJUNCTION WITH E4(33) WORTLEY MOOR ROAD EMPLOYMENT SITE;

iv. PROVISION OF A FOOTPATH LINK ALONG THE SOUTHERN BOUNDARY OF THE SITE;

v. POSSIBLE CONTRIBUTION TO OFF-SITE WORKS AT THE JUNCTION OF TONG ROAD AND BLUE HILL LANE.

vi. ACCESS FROM BLUE HILL LANE.

This former brick pit and tip is proposed for residential use to provide for local need. Satisfactory restoration of the site will be needed prior to development. An existing informal footpath runs along the eastern boundary connecting with footpaths to the south; this should be formalised within any development scheme in conjunction with the adjacent employment proposal. A further footpath link is required along the southern boundary to connect with the school and the proposed Cabbage Hill greenspace. Future residents need to be protected from any possible noise and other adverse effects from adjacent industry and the employment proposal. A landscaped amenity strip containing a bund is therefore required along the eastern boundary.

23.3.3 FORMER THORNHILL MIDDLE SCHOOL AND PLAYING FIELDS, WORTLEY

Under Policy H3-1A.36, 2.77 ha. of land on the site of the former Thornhill Middle School, Wortley is allocated for housing subject to:

PREPARATION OF A COMPREHENSIVE PLANNING AND DEVELOPMENT BRIEF FOR THE SITE TO ENSURE THE RETENTION AND ENHANCEMENT OF APPROXIMATELY 4 HA OF PLAYING

FIELDS AND/OR AMENITY GREENSPACE WITH IMPROVED PEDESTRIAN LINKS.

The former Thornhill School has now been demolished and the site is no longer needed for education purposes.

The total site area is approximately 6.5 ha of which 2.5 ha is considered suitable for development for residential use.

Much of the site is currently protected under Policy N6 (protected playing fields) and is also designated an Urban Green Corridor (Policy N8). The open areas make an important contribution to local amenity and play space in this densely populated area.

It is considered that consolidating the development area in the north-west of the site will provide the most viable development site and allow for the retention and enhancement of approximately 4 ha. of greenspace and/or playing fields. This will also allow for improved pedestrian links through the site and landscaping works to enhance the Urban Green Corridor function of the site.

23.3.4 CHELSEA CLOSE, WORTLEY

Under Policy E4 (32) 1.1 ha of land is allocated for employment use at Chelsea Close, Wortley, subject to:

i. RECLAMATION AND SATISFACTORY TREATMENT OF ANY CONTAMINATION;

ii. HIGH QUALITY LANDSCAPING TO PROTECT THE AMENITY OF NEARBY HOUSING AND FUTURE LAND USES TO THE WEST OF THE SITE.

This derelict site is also subject to some contamination. It is considered most suitable for B1 light industry as an extension of the adjacent industrial estate. The site is adjacent to existing housing and the former Thornhill Middle School site.

23.3.5 WORTLEY MOOR ROAD, WORTLEY

Under Policy E4 (33) 2 ha of land are allocated for employment use at Wortley Moor Road, Wortley, subject to:

i. PROVISION OF A FOOTPATH LINK ALONG THE WESTERN BOUNDARY WITHIN A LANDSCAPED CORRIDOR IN CONJUNCTION WITH H4 (48), BLUE HILL LANE, WORTLEY HOUSING SITE;

ii. SUITABLE BOUNDARY TREATMENT TO LIMIT ANY ADVERSE VISUAL OR OTHER EFFECTS ON EXISTING AND FUTURE RESIDENTS;

iii. CONTRIBUTION TO OFF-SITE WORKS AT THE JUNCTION OF TONG ROAD AND BLUE HILL LANE;

This area of vacant land is proposed for employment use given similar adjacent uses. An existing informal footpath across the site along the western boundary connecting with footpaths to the south needs to be formalised in any development scheme in conjunction with the adjacent housing proposal. Care must be taken in any development to protect the amenity of existing and future residents.

23.3.6 COTTINGLEY SPRINGS, GELDERD ROAD, WORTLEY

Under Policy E4 (34) 1.6 ha. of land are proposed for employment use at Cottingley Springs, Wortley subject to:

i. ACCESS WILL ONLY BE PERMITTED VIA THE ADJACENT NINA WORKS;

ii. PROTECTION OF THE AMENITY OF THE ADJACENT TRAVELLERS' SITE

This currently derelict site is proposed for employment development. Care is needed to safeguard the amenity of the adjacent travellers. The site abuts the Green Belt and the requirements of Policy N24 will apply. New access from Gelderd Road is unacceptable.

23.3.7 GELDERD ROAD, WORTLEY

Under Policy E4 (35), 4.9 ha. of land is allocated for employment use at Gelderd Road, Wortley, subject to:

i. APPROPRIATE SCREENING TO ENSURE THERE ARE NO ADVERSE VISUAL OR OTHER IMPACTS ON THE NEARBY CEMETERY AND LANDSCAPING WHICH RESPECTS THIS EDGE OF GREEN BELT LOCATION AND VIEWS FROM THE ADJOINING RAIL LINE;

ii. ACCEPTABLE DIVERSION OF THE PUBLIC FOOTPATH WITHIN A LANDSCAPED CORRIDOR.

This former tip and grazing land is considered suitable for employment use. Care is needed to ensure that any development does not have adverse impacts on the nearby cemetery. This will involve extensive

landscaping from the ridge line on Gelderd Road down to the adjacent cemetery. A public right of way runs through the site; this should be diverted and set within a landscaped corridor (Policy N10). Development should present an attractive aspect to the adjoining rail line.

23.3.8 ROYDS LANE, WORTLEY

Under Policy E4 (36) 3.2 ha of land are allocated for employment use at Royds Lane, Wortley subject to:

i. DIVERSION OF THE PUBLIC FOOTPATH AND ITS RE-ROUTING WITHIN A LANDSCAPED CORRIDOR;

ii. HIGHWAY IMPROVEMENTS TO ROYDS LANE WHICH MAY INVOLVE THIRD PARTY LAND.

This former railway triangle was allocated for industrial use in the 1972 Leeds Review Plan. This allocation is carried forward in the UDP. Development should present an attractive aspect to the adjoining rail line. The site abuts the Green Belt and the requirements of Policy N24 will apply. The site is crossed by a public footpath which should be diverted within a heavily landscaped corridor (Policy N10).

23.3.9 STONEBRIDGE MILLS, RING ROAD, FARNLEY

Under Policy S6A, land in the vicinity of Stonebridge Mills is identified as suitable for major convenience goods retailing. Employment and leisure uses will also be acceptable within a mixed use development scheme. Any development should acknowledge the Listed Building status of the mills complex to the south of Stonebridge Lane. A Retail Impact Study may be required to assess an appropriate scale of retail development, when specific proposals are advanced.

23.3.10 SUPERTRAM: CITY CENTRE TO LAWNSWOOD ROUTE (A660 CORRIDOR)

Under Policy T13 the route of the Supertram and potential station sites will be reserved and protected.

23.3.11 CYCLE ROUTE: CITY CENTRE TO SOUTH HEADINGLEY

Under Policy T7 a cycle route from South Headingley to the City Centre is promoted and protected from development.

23.3.12 KIRKSTALL VALLEY PARK PLAN

This informal plan sought to pursue countryside management policies to improve and protect the environment and develop suitable recreation opportunities within the area. The area suffers particularly from competing recreational and other demands. The area is now protected by the Urban Green Corridor Policy N8 and other Green Corridor Functions Policy N9.

23.3.13 TONG/CALVERLEY COUNTRYSIDE MANAGEMENT PROJECT

This long-established management project aims to ensure maximum public enjoyment of the area and to maintain and improve the environment and minimise conflicts between the public and farming community. It seeks to conserve and enhance the landscape and wildlife value of this pressurised urban fringe area between Leeds and Bradford and to foster awareness and care for the local environment. The area is now protected and the management initiative sustained by the Urban Fringe Policy N40.

23.3.14 CABBAGE HILL, WORTLEY

Under Policy N5 4.9 ha of land are allocated for greenspace for informal recreation at Cabbage Hill subject to:

RESTORATION OF THE LANDFILL SITES AND THE LANDSCAPING AND LAYING OUT OF THE AREA IN A SATISFACTORY MANNER.

It is essential that opportunity is taken to provide quality greenspace in a densely populated inner city area. The proposal relates to a former landfill site which is being restored.

23.3.15 FORMER POWER STATION SITE, REDCOTE LANE, ARMLEY

Under Policy N5, 12.6 ha of land are allocated for greenspace on the former power station site, Redcote Lane, Armley, subject to:

ANY DEVELOPMENT SHOULD ENHANCE AND PROVIDE PUBLIC ACCESS TO THE RIVERSIDE AREA THROUGH APPROPRIATE LANDSCAPING AND PROVISION OF PUBLIC FOOTPATHS.

This site is now disused and proposed for greenspace. Some limited leisure uses could be accepted and will be considered on their merits. Proposals for a golf course and golf driving range have been implemented.

23.3.16 MEANWOOD BECKSIDE, ADJACENT GROVE WORKS, MEANWOOD ROAD, MEANWOOD

Under Policy N5, 2.4 ha of land is allocated for greenspace for informal recreation at Meanwood Beckside, adjacent Grove Works, Meanwood Road, Meanwood, subject to:

i. SATISFACTORY CARRYING OUT OF A CONTAMINATED LAND SURVEY AND ANY NECESSARY REMEDIAL MEASURES;

ii. RETENTION OF TREES, SUBJECT TO A TREE CONDITION SURVEY;

iii. CREATION OF A NEW FOOTPATH LINK ALONGSIDE MEANWOOD BECK;

iv. APPROPRIATE TREATMENT OF THE WATER EDGE OF MEANWOOD BECK NECESSARY TO SAFEGUARD THE CAPACITY AND CONDITION OF THE WATERCOURSE.

The proposal comprises the part of the site of Grove Works, Meanwood which fronts Meanwood Beck. The greenspace should be laid out as part of the development of the adjoining residential proposal.

Prior to the implementation of the proposal, a contaminated land survey should be carried out.

The site is located within the drainage area of the Meanwood Beck which has been identified as an amenity watercourse.

23.3.17 LAND TO THE SOUTH OF BRIDGE ROAD, KIRKSTALL/ARMLEY

Under Policy N11 (7), land to the south of Bridge Road, Kirkstall/Armley as shown on the Proposals Map is proposed as protected open land. This area is also protected by Urban Green Corridor Policy N8.

This important open area between Bridge Road and Canal Road is made up of Gotts Park, the Kirkstall Valley Nature Reserve, allotments, nursery gardens, playing fields, canal and riverside areas and other open land. It provides an important recreational green space for local residents and is a major wildlife corridor.

In addition to the Urban Green Corridor (Policy N8) and protected open land designation (Policy N11(7)), parts of the area are shown as protected playing field and protected greenspace under Policies N6 and N2 respectively.

23.3.18 LOW MOOR SIDE, NEW FARNLEY

5.6 ha. of land is protected as an area of search for long term development under Policy N34.

24. WETHERBY

24.1 AREA STATEMENT

24.1.1 Based on the same area as that covered by the Wetherby Local Plan (adopted 1984), this rural north-eastern area of the District includes Wetherby and the villages of Boston Spa, Walton, Thorp Arch, Clifford, Bramham, Collingham, Linton, East Keswick, Bardsey, Scarcroft and Thorner. Whilst the majority of existing Local Plan proposals have been implemented, those which remain unimplemented have been carried forward to be included in the UDP.

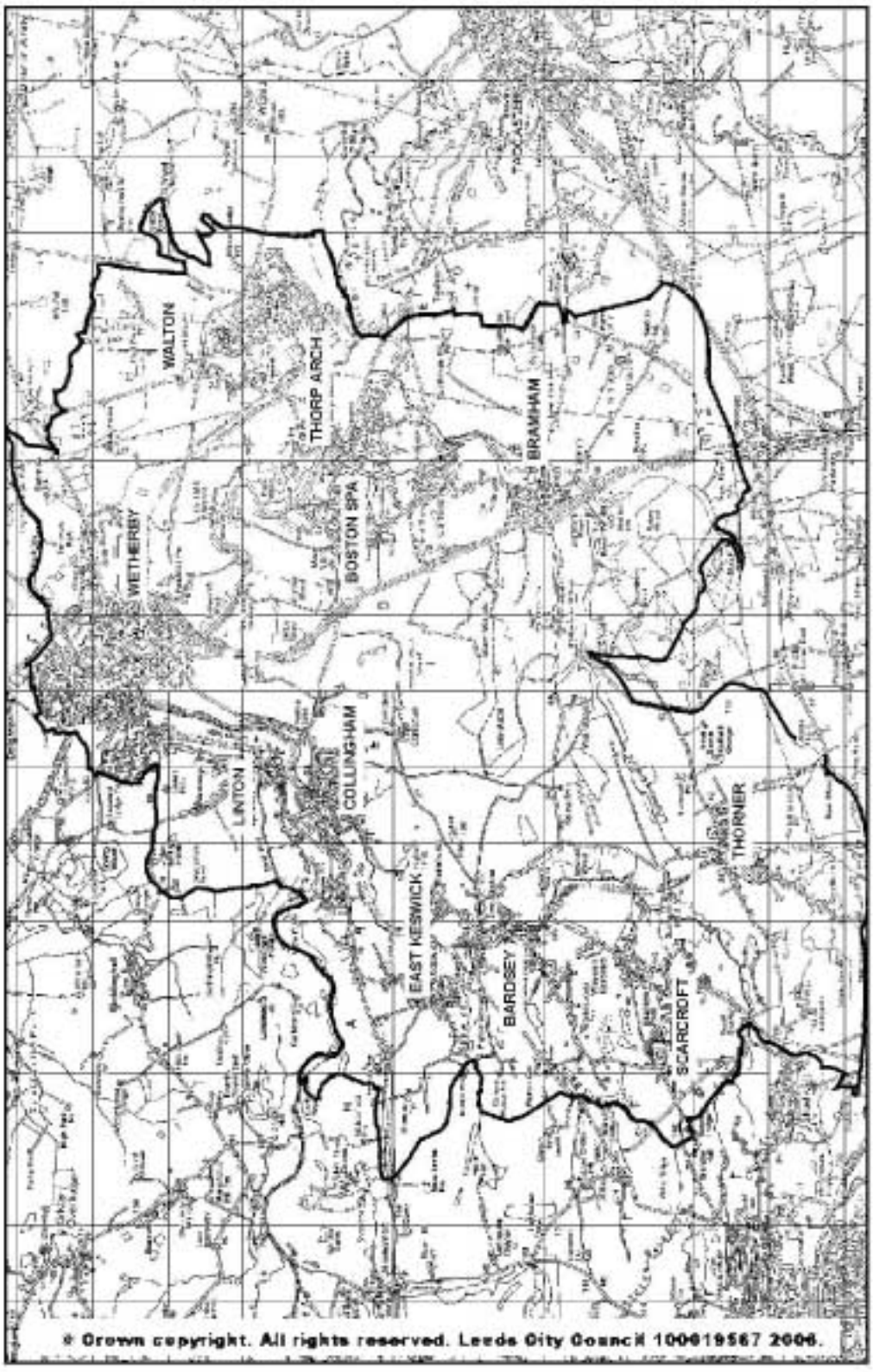
24.1.2 A large part of this predominantly rural district is designated Special Landscape Area. A new Special Landscape Area is now also proposed to the west of the A58 Wetherby Road. The settlements within the area contain a high proportion of commuters.

24.1.3 Development proposals for the area include housing at Church Fields, Boston Spa; with a few small scale developments proposed within the villages to cater for local demand. Proposals are also made in Wetherby for economic development at Sandbeck Lane and retailing at Micklethwaite Farm. Land designated as Rural Land is now the subject of a Rural Land Policy. Areas of land at Leeds Road, Collingham; Green Lane/Grove Road, Boston Spa; West Park, Boston Spa; the Ridge, Linton and off Chapel Lane, Clifford are excluded from the Green Belt and defined on the Proposals Map as Protected Area of Search to allow for the possibility, subject to a review of the UDP, for long-term development beyond the Plan Period. Land at Spofforth Hill, Wetherby has been excluded from the area allocated as Rural Land and has also been allocated as a Protected Area of Search under Policy N34.

24.1.4 The major road improvement schemes which specifically affect this area are the improvements to the A1 (Policy T19:2). The Wetherby to Walshford scheme, which is to be implemented 2003 and the current proposals by the Highways Agency to bring up to motorway standard a section of the A1 between Bramham and Wetherby (linking to the Walshford scheme).

24.1.5 That part of the District which lies to the north of the River Wharfe lies beyond the Green Belt. As well as Wetherby, the area includes the small villages of Walton and Thorp Arch together with Thorp Arch Trading Estate. An area of open countryside which includes within it Wetherby Racecourse and the adjacent prison separates these areas of existing development. In accordance with SP2 and the City Council's Countryside Strategy this area of attractive open countryside is to be protected for its own sake and as a recreational resource. PPG7 provides extensive guidance as to which type of development could be considered appropriate in rural areas whilst ensuring that the openness of the

WETHERBY


WALTON
THORP ARCH
BRAMHAM
WETHERBY
BOSTON SPA
LINTON
COLLINGHAM
EAST KESWICK
BARDSEY
SCARCROFT
THORNER
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countryside is safeguarded. Consequently, this is the principle piece of guidance against which new development in the Rural Land area will be assessed.

RL1: THE AREA OF OPEN COUNTRYSIDE TO THE NORTH OF THE RIVER WHARFE IS DESIGNATED AS RURAL LAND. THIS AREA WILL BE SAFEGUARDED IN ACCORDANCE WITH UDP STRATEGIC PRINCIPLE SP2. ANY DEVELOPMENT PROPOSED IN THIS AREA WILL BE ASSESSED AGAINST THE GUIDANCE CONTAINED WITHIN PPG7 "THE COUNTRYSIDE AND THE RURAL ECONOMY" AND OTHER RELEVANT NATIONAL AND LOCAL POLICY GUIDANCE.

24.2 UDP SITE PROPOSALS

24.2.1 WOODACRE GREEN, BARDSEY

Under Policy H3-3A.24, 1.2 ha of land is allocated for housing at Woodacre Green, Bardsey, subject to:

PROVISION OF A FOOTPATH LINK ALONGSIDE THE BECK.

The proposal site would provide a contribution to local housing need without detracting from the scale and character of the village. The site is well-screened by existing residential properties and woodland on two sides. Its development would have minimal impact and would facilitate completion of the footpath link proposed in the Local Plan and carried forward into the UDP as a commitment.

The site abuts the Green Belt and the requirements of Policy N24 apply.

24.2.2 CHURCH FIELDS, BOSTON SPA

Under Policy H3-3A.25, 8.5 ha. of land is allocated for housing at Church Fields, Boston Spa, subject to:

i. LAYING OUT OF 3 HA. OF GREENSPACE AND CAR PARK ADJACENT TO THE CHURCH;

ii. SENSITIVE TREATMENT OF THE BOUNDARY TO THE FOOTPATH ALONG THE RIVER WHARFE, WITH THE PROVISION OF ACCESS TO THE PATH THROUGH THE DEVELOPMENT.

The site is a self-contained area of land within the village setting and would consist of natural infill if developed. The loss of visual amenity

provided by the open nature of the site should be compensated by the recreational value of greenspace provision. Provision of a public car park on the land is seen as desirable to solving the traffic problems in the High Street. The provision of landscaping to the car park and greenspace should be in addition to normal landscaping requirements.

The footpath along the River Wharfe must be treated sensitively, and access provided through the estate. The development should create interesting views from the river to the church, and from the High Street to the church.

24.2.3 BOWCLIFFE ROAD, BRAMHAM

Under Policy H3-1A.33, 2.1 ha. of land is allocated for housing at Bramham House, Bramham, subject to:

i. RETENTION OF MATURE TREES (SUBJECT TO DETAILED TREE SURVEY);

ii. PROVISION OF SUITABLE ACCESS FROM FREELY LANE AND/OR BOWCLIFFE ROAD;

iii. RETENTION OF BRAMHAM HOUSE;

iv. PROVISION, WHERE NECESSARY, OF NOISE ATTENUATION MEASURES GIVEN THE PROXIMITY OF THE A1;

v. PROVISION OF AMENITY SPACE ON THE EASTERN SIDE OF THE SITE

Recent improvements to the A1 allow a large area of land to the south of the existing village to be released from the Green Belt and located within the Conservation Area. Only part of this area is allocated for housing. Bramham House, a former children's home, is located to the east of Bowcliffe Road and is set within mature trees, many of which are worthy of retention. The former children's home building, whilst not listed, is within the Conservation Area and considered worthy of retention. In the context of Policy N19, the conversion of the buildings with some sensitive development in the grounds would form an appropriate extension to the village.

24.2.4 THORNER LANE, SCARCROFT

Under Policy H3-3A.26, 2.9 ha. of land is allocated for housing at Thorner Lane, Scarcroft.

The site forms a natural extension to the village of Scarcroft. The boundaries are determined by the slope, change of gradient and field

boundary. Land rising steeply to the east lies within the designated Special Landscape Area.

The site abuts the Green Belt and the requirements of Policy N24 apply.

24.2.5 SANDBECK LANE, WETHERBY

Under Policy E4 (37), 5.0 ha. of land is allocated for employment use at Sandbeck Lane, subject to:

PROVISION OF SATISFACTORY ACCESS FOLLOWING THE CONSTRUCTION OF THE PROPOSED A1 IMPROVEMENTS (WETHERBY-WALSHFORD).

This site, presently separated by the A1 from the Sandbeck Industrial Estate, would form an extension to the industrial estate which is now fully developed. The site would provide for firms requiring light or general industrial development well located to the A1 and possibly as a relocation of the cattle market from the town centre, or for agricultural-based industries. The future A1 improvements would provide a clearly defined, sustainable boundary with structure planting required along the northern and eastern boundaries, in line with Policy N24. Any proposal must either maintain the rights of way which cross the site or provide an acceptable alternative.

24.2.6 MICKLETHWAITE FARM, WETHERBY

Under Policy S6 potential exists for Convenience Goods Retail Development in the area of Micklethwaite Farm subject to:

i. PROVISION OF A SUITABLE ACCESS ARRANGEMENT FROM THE A58 REQUIRING SUBSTANTIAL OFF-SITE HIGHWAY WORKS;

ii. PROVISION OF PEDESTRIAN ACCESS TO BOSTON ROAD AND WETHERBY TOWN CENTRE WHICH SHOULD BE DIRECT, CONVENIENT, SAFE AND ACTIVELY ENCOURAGE PEDESTRIAN USE;

iii. FULL REGARD TO THE LISTED BUILDING AND ITS SETTING IN THE DESIGN AND MATERIALS OF NEW DEVELOPMENT.

A study of the Wetherby area revealed a shortfall in major food shopping provision (see Policy S6). Investigation was undertaken to find a suitable site within the town centre. As no site could be found, the investigation was widened to areas bordering the town centre. This site represents an opportunity to the immediate south of the existing town centre without encroaching beyond the well-defined southern boundary of the town. On

balance, the site comes closest to meeting retail, transport and environmental concerns.

A retail impact study will be required to assess an appropriate scale of development.

Access into the site must be taken from the A58. Access from Boston Road would be unacceptable on highway grounds. Furthermore, a landscaped buffer will be required to the rear of the residential properties. A key factor in the design of an acceptable scheme will be the positive encouragement of pedestrian access to and from the existing shopping area.

The site is occupied by a number of unused buildings which could be cleared or refurbished, but the site also contains a listed building which must be retained and sensitively treated (see UDP Policies N14-N17).

The site abuts the Green Belt and structure planting along the western boundary will be required, in accordance with Policy N24.

24.2.7 GREEN LANE/GROVE ROAD, BOSTON SPA

4.0 ha of land is allocated at Green Lane/Grove Road, Boston Spa as a Protected Area of Search under Policy N34.

24.2.8 LEEDS ROAD, COLLINGHAM

6.7 ha. of land at Leeds Road, Collingham is allocated as a Protected Area of Search under Policy N34.

24.2.9 SPOFFORTH HILL, WETHERBY

14.5 ha. of land at Spofforth Hill, Wetherby has been allocated as a Protected Area of Search under Policy N34.

24.2.10 WEST PARK, BOSTON SPA

4.1 ha of land at West Park, Boston Spa, has been allocated as a Protected Area of Search under Policy N34.

24.2.11 CHAPEL LANE, CLIFFORD

1.4 ha. of land at Chapel Lane, Clifford has been allocated as a Protected Area of Search under Policy N34.

24.2.12 THE RIDGE, LINTON

4.1 ha. of land at The Ridge, Linton, has been allocated as a Protected Area of Search under Policy N34.

Schedule of UDP policies deleted from the plan on 27th September 2007

Chapter 4: General Policies: Volume 1
GP2 Unallocated land
GP3 Existing land use proposals
GP8 Enforcement of planning Control

Chapter 5: Environment Volume: 1
N30 Environmental Improvement Initiatives Priorities
N40 Urban Fringe Priority Area
N41 Forest of Leeds Woodland Strategy
N41A Forest of Leeds and Priority Areas
N42 Visitors of the countryside
N52 Reclamation of Derelict Land
N53 management of designated sites

Chapter 6: Transport: Volume 1
T3 Development and Access Provision
T4 Pedestrian and traffic Calming Schemes
T8 Traffic in environmentally Sensitive Areas

Chapter 7: Housing: Volume 1
H17 Housing Renewal
H21 Dwellings and Housing Obligations

Chapter 8: the Local Economy: Volume 1
E12 B1 Use on Employment Sites
E13 B1 Use in Residential Areas
E19 Prestige Office Development Locations
E22 Industrial Development and Renewal Areas
E22A Small Business and Renewal Areas

Chapter 10: Leisure and Tourism: Volume 1
LT1 Provision of Leisure Facilities
LT2 Public use of Leisure Facilities
LT7 Visitor Accommodation and hotels

Chapter 12: Access for All: Volume 1
A2 Sites for new Schools

Chapter 13 City Centre: Volume 1
CC18 New Car Parking and Public Space
CC25 Mabgate ad Holbeck Industrial improvement Areas

Chapter 15 East Leeds: Volume 1
T13:15.3.17 Super tram East Leeds
T17:15.3.17 Swarcliffe

Chapter 17 Morley: Volume 1
S3:iii: 17.2.10 Queen Street Morley
T17.5 Thorpe Lane/ Bradford Road Tingley

Chapter 18 North Leeds: Volume 1
T13:18.3.9 Super Tram: City Centre to Lawnswood (A660 Corridor)

Chapter 19: Otley and Mid Wharfedale: Volume 1
N5: 19.2.7 Pool Bank Quarry, Otley
N5: 9.2.8 Dismantled Railway, Bradford Road Otley

Chapter 20: Pudsey: Volume 1
T17:9 New Pudsey Station - Park and Ride Extension
T20:5 Outer Ring Road Improvements

Chapter 21: Rothwell: Volume 1
S3iii Rothwell Pedestrianisation

Chapter 22: South Leeds: Volume 1
N5: 22.3.10 Middleton Broom
N5: 22.3.11 Adjacent to Cockburn High School, Beeston Park Side
N5: 22.3.12 Land to north of Stank Hall Barn
N5: 22.3.13 Land at Stank Hall Barn, Beeston
N5: 22.3.9 Hunslet Green

Chapter 23: West Leeds: Volume 1
N40:23.3.13 Tong/Calverley Countryside Management Project
T13:23.3.10 Super tram: City Centre to Lawnswood Route (A660 Corridor)
T7:23.3.11 Cycle Route: City Centre to South Headingley

Chapter A3: Building Design Conservation and landscape Design: Volume 2
BC01 Listed Buildings
BC02 Repair Work to Listed Buildings
BC03 Cleaning of Listed Buildings
BC04 Netting of Listed Buildings
BC05 Floodlighting of Listed Buildings
BC06 Demolition of Listed Buildings
BC09 Article 4 Direction in Conservation Areas
BD05A Development and Energy Conservation
BD13 Telecommunications Development

Chapter A5 Control of Development in the Green Belt: Volume 2
GB1 Green Belt Policy Intent
GB5 Re-Use of Green Belt buildings
GB6 Residential Conversion in the Green Belt
GB8 Criteria for Extensions to Dwellings in the Green Belt
GB11 Use of Degraded / Derelict land
GB15 New Residential Development in the Green Belt
GB16 Agriculture Occupancy Conditions
GB26 Conversion to Waste Transfer Stations

Chapter A6: Minerals: Volume 2
EM1 Oil, Gas and Coal Extraction
EM2 Facilities for Processing Oil and Gas
EM3 Methane Extraction at Landfill Sites
EM4 Location of Facilities for Processing Coal
EM5 Recovery of Minerals Ancillary to Coal
EM8 Transit of Bulk Materials
GM1 Working on Previously Restored Land
GM2 Extensions of Existing Mineral Workings
GM3 Environmental Protection Conditions
GM5 Protection of Conservation Interest
GM6 Mineral Extraction Site Requirements
GM7 Schemes for Mineral Working
GM8 Control of Methane and Leachate

Chapter A10 Houses in Multiple Occupation: Volume 2
HM1 Houses in Multiple Occupation

Chapter A11 Residential institutions: Volume 2
RI01 Care Homes and Residential Areas
RI02 Change of Use to Care Homes
RI03 Care homes: Restriction of Use
RI04 Nursing Homes
RI05 Nursing Homes: Restriction of Use
RI06 Clinics and Hospitals

Chapter A12 Shopping Frontages Policy: Volume 2
SF11 Non Retail use in Shopping Parades
SF12 Non-retail use in Isolated Shops

Chapter A13 Hotel Development Policies: Volume 2
A13:HO1 Major hotels in the City Centre
A13:HO2 Major Hotels outside of the City Centre
A13:HO3 Major Business Type Hotels
A13:HO4 Major Hotel Developments and other Locations
A13:HO5 Small Hotels outside the City Centre
A13:HO6 Small Hotels in the City Centre
A13:HO7 Extensions to Existing Hotel Premises
A13:HO8 Change of Use to Hotel Use
A13:HO9 Youth Hostel

Chapter A14 Aireborough, Horsforth – Bramhope: Volume 2
A2 (01) Park Avenue, Rawdon
E3B (01) Green Lane, Yeadon
E3B (02) Gill Lane, Yeadon
E3B (03) Whack House Lane Yeadon
N5: A14.1 (RN4H) Highfield, Horsforth

Chapter A15: East Leeds: Volume 2
A2 (03) Fearnville, Gipton

Chapter A16: Garforth: Volume 2
GP6 (02) Severn Drive and Acaster Drive, Garforth
GP6 (03) Fenton Square/ Kippax Hall, Kippax
N5 & T7 Cycleway -Garforth to Woodend
N5: A16.1 (RN12AB) Ninevah Lane, Allerton Bywater
N5: A16.1 (RN5G) Quarry Land at Brierland lane, Garforth
N5: A16.1 (RN8G) Ninelands Lane, Garforth

Chapter 17 Morley: Volume 2
E3B (08) Fountain Street Link Road, Chartists Way, Morley
E3B (10) Nepshaw Lane, Morley
E3B (11) Howley Park Road East, Morley
GP6 (07) Old Railway Embankment, Gildersome
GP6 (08) Old Railway Cutting, nr Rooms Lane, Gildersome
GP6 (09) Troy Hill Morley
GP6 (10) Albert Road, Morley
GP6 (11) South Parade Car Park, Morley
GP6 (12) Valley Road, Morley
GP6 (13) Glen Road Railway Embankment, Morley
GP6 (14) Woodkirk Railway, Morley

Chapter A20 Pudsey: Volume 2
A2 (09) Club Lane, Primary School, Rodley
E3B (13) Spring Bank Road, Farsley
E3B (15) Grangefield Road, Stanningley
GP6 (21) Dawson's Corner, Farsley
GP6 (22) Kirklees Garth, Farsley
GP6 (23) Mount Pleasant Road, Pudsey
GP6 (25) Westdale Grove, Pudsey
GP6 (27) Half Mile Lane, Stanningley

Chapter A21 Rothwell: Volume 2
A2 (07) Leeds Road (A61) and Beckett's Lane, Lofthouse
E3B (18) Cemetery Lane, Carlton
E3B (19) Stourton Village Area, Stourton

Chapter A24Wetherby: Volume 2
N5:A24.1 (WBY16) The Ings, Wetherby
N5:A24.1 (BHM4) Bramham Recreation Ground
GP6 (30) Wetherby Swimming Pool

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